

January 22, 2018

The Honorable Kevin Yoder  
Chairman  
Subcommittee on Legislative Branch Appropriations  
Committee on Appropriations  
U.S. House of Representatives  
Washington, DC 20515

The Honorable James Lankford  
Chairman  
Subcommittee on Legislative Branch Appropriations  
Committee on Appropriations  
U.S. Senate  
Washington, DC 20510

Dear Chairman Yoder and Chairman Lankford:

I have the honor to transmit herewith the appropriations request of the U.S. Government Publishing Office (GPO) for FY 2019.

**Strategic Outlook** GPO continues to transform itself from a print-centric to a content-centric publishing operation. This process is consistent with the recommendations submitted by the National Academy of Public Administration to Congress (*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013) regarding GPO's transition to a digital future. In recognition of this transition, in 2014 P.L. 113-235 changed our name from the 19th century-based Government *Printing* Office to the 21st century-based Government *Publishing* Office.

In FY 2019 and the years ahead, GPO will continue to develop an integrated, diversified product and services portfolio that focuses primarily on digital. Although industry experts predict tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, we recognize that its use will continue to decline relative to the continued growth in the provision of and access to digital formats.

In transforming the way we do business, we are focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise with digital systems to provide both permanent public access to Government information in a variety of formats and the most efficient and effective means for printing when required, all within a secure setting that is responsive to the customer's needs. GPO's Strategic Plan has been developed to carry out this vision and is available for public inspection at <https://www.gpo.gov/who-we-are/our-agency/mission-vision-and-goals>.



**FY 2019 Appropriations Request** We are requesting funding for the Congressional Publishing Appropriation, the Public Information Programs of the Superintendent of Documents, and as an addition to working capital in GPO's Business Operations Revolving Fund. These accounts are components of the annual Legislative Branch Appropriations bill. The Congressional Publishing and Public Information Programs accounts fund 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-authorized information dissemination programs.

All other GPO programs and activities – including the production of U.S. passports for the Department of State as well as secure credentials as requisitioned by Federal agencies, the production and procurement of other information products and services for Federal agencies, the sales of Government information products and services to the public, and related operations – are financed on a reimbursable basis through GPO's Business Operations Revolving Fund. Our request includes funding as an addition to working capital for specified projects under the Business Operations Revolving Fund.

We are requesting a total of \$117,000,000 for FY 2019. This is \$68,000 less than the level of funding approved for FY 2018 by a vote of the full House and as recommended by the Senate Appropriations Committee, though \$727,009 more than the current CR (as of January 19, 2018). Through FY 2017, total GPO appropriations have declined by nearly 21% since FY 2010 and are currently at their lowest level since then.

GPO's continued transition to digital technologies and products has increased our productivity and reduced costs. Additionally, maintaining financial controls on our overhead costs, coupled with a buyout in FY 2015 that reduced GPO's workforce by 103 positions, has helped make this funding request possible. Finally, the utilization of the unexpended balances of prior year appropriations, which we are able to transfer to GPO's Business Operations Revolving Fund with the approval of the Appropriations Committees, has made it possible in recent years to hold the line on the level of new funding we request.

**Total Appropriations to GPO  
FY 2010-2018 and FY 2019 Request**

<u>Fiscal Year</u>	<u>Appropriations</u>
2010	\$ 147,461,000
2011	135,067,324
2012	126,200,000
2013	117,533,423
2014	119,300,000
2015	119,993,000
2016	117,068,000
2017	117,068,000
2018	116,272,991 (CR)
2019	117,000,000 (Requested)

Our FY 2019 request will enable us to:

- meet projected requirements for congressional publishing;
- fund the operation of the public information programs of the Superintendent of Documents; and
- develop information technology including IT cybersecurity measures that support congressional publishing and public information programs operations.

**Congressional Publishing Appropriation** We are requesting \$79,000,000 for this account, which is \$528,000 less than the level of funding approved for FY 2018 by a vote of the full House and as recommended by the Senate Appropriations Committee, and \$194,513 less than funding under the current CR (as of January 19, 2018).

Continuing requirements under this account for FY 2019 are funded at \$75,339,000, and are a reduction of 4.9% from the current level of funding under the continuing resolution. Our request for FY 2019 includes \$3,661,000 in funding for the production of the 2018 Edition of the U.S. Code, which is carried out every 6 years in accordance with law.

Overall, the annual appropriations for Congressional Publishing have declined by more than 15% since FY 2010 as the result of our continuing transition to digital technology and products as well as actions taken in cooperation with the House of Representatives and the Senate to control congressional publishing costs. Unspent prior year balances from this account that have been transferred to GPO's Business Operations Revolving Fund are available for the purposes of this account.

**Congressional Publishing Appropriation  
FY 2010-2018 and FY 2019 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$93,768,000
2011	93,580,464
2012	90,700,000
2013	82,129,576
2014	79,736,000
2015	79,736,000
2016	79,736,000
2017	79,736,000
2018	79,194,513 (CR)
2019	79,000,000 (Requested)

House Report 114-110, accompanying the Legislative Branch Appropriations bill for FY 2016, requires the presentation of budget requirements from a zero base. However, GPO has no control over the workload requirements of the Congressional Publishing Appropriation. These are determined by the legislative activities and requirements of the House of Representatives and the Senate as authorized by the applicable provisions of Title 44, U.S.C. GPO utilizes historical data incorporating other relevant factors to develop

estimates of likely congressional publishing requirements. These requirements are used as the basis of the budget presentation for this account.

The estimated requirements for FY 2019 include a projected price level increase of \$2,038,000, primarily to cover employee pay increases equivalent with those paid Government-wide and price level increases. An increase of \$3,661,000 is required to publish the 2018 Edition of the U.S. Code. Offsetting this will be a \$2,343,000 decrease in program requirements attributable to anticipated volume decreases for business and committee calendars, the *Congressional Record*, and committee prints.

As shown on page D-3 of our budget justification for FY 2018, the unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2017, 2018, and 2019, so that appropriation requirements for those years can remain stable at each year. Compared with FY 2018, we project there will be a decrease of \$3,563,000 in the need for this funding. The balance of these funds is earmarked for GPO's critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace our 30+ year-old Microcomp system used in the preparation of congressional documents for digital and print access, and other congressional information projects.

**Public Information Programs of the Superintendent of Documents** We are requesting \$32,000,000 for this account, which is \$2,500,000 more than the level of funding approved for FY 2018 by a vote of the full House and as recommended by the Senate Appropriations Committee, and \$2,700,335 more than funding under the current CR (as of January 19, 2018).

Under current funding as of January 19, 2018, this appropriation has declined by more than 28% since FY 2010, as the result of our continuing transition to digital technology and products which has made the increased dissemination of official Government information to the public less costly and more efficient. The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 114-110.

**Public Information Programs of the Superintendent of Documents Appropriation  
FY 2010-2018 and FY 2019 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$ 40,911,000
2011	39,831,178
2012	35,000,000
2013	31,437,000
2014	31,500,000
2015	31,500,000
2016	30,500,000
2017	29,500,000
2018	29,299,666 (CR)
2019	32,000,000 (Requested)

The funding we are requesting for FY 2019 will cover mandatory pay and related cost increases. We are requesting funding for 100 FTE's, an increase of 11 over FY 2018 at an estimated cost of approximately \$1 million, to provide additional support for locating and processing Federal information products for inclusion in the FDLP and the Cataloging and Indexing Program. In addition, we are requesting funding for copies of the U.S. Code for distribution to Federal depository libraries. Funding is also included for continued support of FDsys and **govinfo** costs.

As with our Congressional Publishing Appropriation, unspent balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2018 and FY 2019. These requirements include projects to continue transitioning GPO's Public Information Programs to an increasingly digital basis, including the modernization of legacy IT systems, automation of depository distribution, the replacement of GPO's Integrated Library System, bulk harvesting and content management, enhanced Web-based applications, and the development of metadata and parsers for the digitizing historical issues of publications such as the *Federal Register*. The use of these funds enables GPO to reduce its appropriations requirements while continuing to perform essential services and carry out digital transformation projects.

**Business Operations Revolving Fund** We are requesting \$6,000,000 for this account, to remain available until expended, for information technology projects and necessary facilities projects. This compares with \$7,832,000 that was appropriated for FY 2017, a reduction of 23%. Funding provided to this account represents an increase to working capital for specified projects. Since FY 2013, these projects have consistently included improvements to GPO's **govinfo**, which has moved out of beta and is now expanding public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats. Our request this year includes necessary expenses associated with enhancing the cybersecurity of GPO's IT systems.

**Appropriations to the Business Operations Revolving Fund  
FY 2010-2018 and Requested for FY 2019**

<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$12,782,000
2011	1,655,682
2012	500,000
2013	3,966,847
2014	8,064,000
2015	8,757,000
2016	6,832,000
2017	7,832,000
2018	7,778,813 (CR)
2019	6,000,000 (Requested)

### **Govinfo Projects for FY 2019 - \$5,000,000**

- **General System and Collection Development (\$3,800,000)** – Development of new **govinfo** features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information.
- **FDsys/govinfo Infrastructure (\$1,200,000)** – Infrastructure for the hardware, storage, and environments to manage system performance as **govinfo** content and usage continues to grow.

### **Cybersecurity Projects - \$1,000,000**

- **Security Enhancements for Advanced Persistent Threat (\$1,000,000)** – The cybersecurity threat environment faced by Government agencies continues to change rapidly and presents substantive risks and dangers to organizations. The requested funding is planned to address that evolving threat environment by implementing enhanced IT security systems that are intended to reduce the risk of unauthorized data exfiltration, unauthorized access, unauthorized changes to data, and related impacts.

Chairman Yoder and Chairman Lankford, we look forward to working with you and your Subcommittees in your consideration of our appropriations request for FY 2019.

Sincerely,



JIM BRADLEY  
Acting Director

Enclosure

cc: The Honorable Tim Ryan  
Ranking Member  
House Subcommittee on Legislative Branch Appropriations

The Honorable Chris Murphy  
Ranking Member  
Senate Subcommittee on Legislative Branch Appropriations

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## Executive Summary and Results of FY 2017 Operations

The U.S. Government Publishing Office (GPO), a Legislative branch agency, is the OFFICIAL, DIGITAL, SECURE resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the Federal Government.

Under Title 44 of the U.S. Code, GPO is responsible for the production and distribution of information products for all three branches of the Government, including the official publications of Congress and the White House, U.S. passports for the Department of State, and the official publications of other Federal agencies and the courts. Once primarily a printing operation, we are now an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. In 2014, Congress and the President recognized this change in P.L. 113-235, which contains a provision re-designating GPO's official name as the Government Publishing Office. We currently employ approximately 1,740 staff.

Along with sales of publications in digital and tangible formats to the public, we support openness and transparency in Government by providing permanent public access to Federal Government information at no charge through our Federal Digital System (FDsys, at [www.fdsys.gov](http://www.fdsys.gov)) and its successor system [govinfo \(www.govinfo.gov\)](http://www.govinfo.gov), which in December 2017 moved out of beta. Today these systems make more than 2.2 million Federal titles available online from both GPO and links to servers in other agencies. In 2017 FDsys averaged 45 million retrievals per month. We also provide public access to Government information through partnerships with 1,140 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

In addition to newly redesigned website, [gpo.gov](http://gpo.gov), we communicate with the public routinely via Facebook [facebook.com/USGPO](https://facebook.com/USGPO), Twitter [twitter.com/USGPO](https://twitter.com/USGPO), YouTube [youtube.com/user/gpoprinter](https://youtube.com/user/gpoprinter), Instagram [instagram.com/usgpo](https://instagram.com/usgpo), LinkedIn [linkedin.com/company/u.s.-government-printing-office](https://linkedin.com/company/u.s.-government-printing-office), and Pinterest [pinterest.com/usgpo/](https://pinterest.com/usgpo/).

**History** From the Mayflower Compact to the Declaration of Independence and the papers leading to the creation and ratification of the Constitution, America is a nation based on documents, and our governmental tradition since then has reflected that fact. Article I, section 5 of the Constitution requires that “each House shall keep a journal of its proceedings and from time to time publish the same,” establishing Congress’s informing mission that GPO carries out. After years of struggling with various systems of contracting for printed documents that were beset with scandal and corruption, in 1860 Congress created the Government Printing Office as its official printer. GPO first opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President.

Since that time, GPO has produced and distributed the official version of every great American state paper and an uncounted number of other Government publications, documents, and forms. These documents include the Emancipation Proclamation, the legislative publications and acts of Congress, Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, passports, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Afghanistan, the 9/11 Commission Report, Presidential inaugural addresses, and Supreme Court opinions. This work goes on today, in digital as well as print formats.

**Strategic Vision** GPO continues to transform itself from a print-centric to a content-centric publishing operation. This process is consistent with the recommendations submitted by the National Academy of Public Administration to Congress (*Rebooting the Government Printing*



*Office: Keeping America Informed in the Digital Age*, January 2013) regarding our transition to a digital future.

GPO continues to develop an integrated, diversified product and services portfolio that focuses primarily on digital. At the same time, we recognize that some tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, though its use will continue to decline relative to the continued growth in the provision of and access to digital formats.

**Strategic Plan** Our strategic plan, which is available for public review at <https://www.gpo.gov/who-we-are/our-agency/mission-vision-and-goals>, is built around four goals: satisfying our stakeholders, offering products and services, strengthening our organizational foundation, and engaging our workforce. The plan provides the blueprint for how GPO will continue to achieve its mission of Keeping America Informed with an emphasis on being OFFICIAL, DIGITAL, SECURE. GPO's senior managers convene at the beginning of each fiscal year to review the plan and approve it before it is issued.

Our customers are involved in the digital world and understand technological change. Accordingly, it is important that we foster an environment that embraces change and innovation, which leads to new ways of thinking, new work processes, and the development of new products and services for our customers. Tangible printing at GPO is being supplanted by an exponential growth in digital requirements by Congress and Federal agencies. Moreover, the public — including the library and Government information user communities — has signaled its strong desire for increased access to Government information digitally.

In transforming the way we do business, we are focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise with digital systems to provide both permanent public access to Government information in a variety of formats and the most efficient and effective means for printing when required, all within a secure setting that is responsive to the customer's needs.

**Technology Transformation** GPO has transformed itself throughout its history by adapting to changing technologies. In the ink-on-paper era, this meant moving from hand-set to machine typesetting, from slower to high-speed presses, and from hand to automated bookbinding. These changes were significant for their time.

Yet those changes pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began in 1962 when the Joint Committee on Printing directed the agency to implement a new system of computer-based composition. That order led to the development of GPO's first electronic photocomposition system, which by the early 1980's had completely supplanted machine-based hot metal typesetting. Following the enactment of the GPO Electronic Information Access Enhancement Act in 1993 (P.L. 103-40), the databases generated by our composition system were uploaded to the internet via GPO's first website, *GPO Access*, vastly expanding the agency's information dissemination capabilities. Those functions continue today with FDSys and **govinfo** on a more complex and comprehensive scale.

While transforming to an increasingly digital footing, we continue to provide an array of printing services to support the needs of Congress, Federal agencies, and the public, and we are retooling our print operations to take advantage of the efficiencies provided by modern equipment. In FY 2015 we put into operation our new zero make-ready (ZMR) press to support congressional and Federal agency publishing requirements, and as a result were able to reduce the cost of producing congressional hearings.

In FY 2017 we completed the installation of new perfect binding lines to increase the speed and reduce the cost of binding operations. We also began developing plans for the replacement of the large newspaper presses that have been used to produce the *Congressional Record* and the *Federal Register* with smaller, more flexible digital presses, and we will proceed with this procurement in FY 2018. We are continually reviewing product and equipment options to ensure that our publishing activities are conducted with the best technologies available.

As a result of these sweeping technology changes — digital products, equipment, and processes — GPO is now fundamentally different from what it was as recently as a generation ago. It is smaller, leaner, and equipped with digital production capabilities that are the foundation of the information systems relied upon daily by Congress, Federal agencies, and the public to ensure open and transparent Government in the digital era. As we prepare for the Government information environment and technology challenges of the future, our transformation is continuing with the development of new ways for delivering Government information.

## GPO and Congress

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For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, GPO publishes the documents and publications required by the legislative and oversight processes of Congress in digital and tangible formats. This includes the daily *Congressional Record*, bills, reports, legislative calendars, hearings, committee prints, and documents, as well as stationery, franked envelopes, memorials and condolence books, programs and invitations, phone books, and the other products needed to conduct the business of Congress. We produce all the printing work required every four years by the Joint Congressional Committee on Inaugural Ceremonies. We also detail expert staff to support the publishing requirements of House and Senate committees and congressional offices such as the House and Senate Offices of Legislative Counsel. We work with Congress to ensure the provision of these services under any circumstances, including emergency weather and other conditions.

Today the activities associated with creating congressional information databases comprise the majority of the work funded by GPO's annual Congressional Publishing Appropriation. Our advanced digital authentication system, supported by public key infrastructure (PKI), is an essential component for assuring the digital security of congressional publications. The databases we build are made available for providing access to congressional publications in digital formats as well as their production in tangible formats.

GPO's congressional information databases also form the building blocks of other information systems supporting Congress. For example, they are provided directly to the Library of Congress to support its **Congress.gov** system as well as the legislative information systems the Library makes available to House and Senate offices. We work with the Library to prepare summaries and status information for House and Senate bills in XML bulk data format. We also work with the Library on a variety of digital projects supporting Congress to make congressional information more widely accessible, including the digitization of historical issues of the *Congressional Record*, a project which was completed in early FY 2018.

**GPO Cuts the Cost of Congressional Work** GPO's use of electronic information technologies has been the principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980, as GPO replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.6 million, the equivalent in today's dollars of \$290.4 million. By comparison, our approved funding for FY 2017 was \$79.7 million, a reduction of more than 72% in constant dollar terms.

Since 2010, we have achieved a 25% reduction in the constant dollar value of the Congressional Publishing Appropriation, consistent with the continuing transformation of our technology profile,

the control of costs, and collaboration with Congress in carrying out measures reducing print distribution in meeting the information needs of the Senate and House of Representatives.

Annual appropriations for Congressional Publishing have been at or below \$79.7 million in each year FY 2014-18.

**Congressional Publishing Appropriation  
FY 1980-2017**

<u>Fiscal Year</u>	<u>Appropriation</u>	<u>In Constant Dollars</u>
1980	\$ 91.6 million	\$ 290.4 million
1985	94.0 million	219.8 million
1990	74.1 million	143.5 million
1995	84.7 million	139.0 million
2000	73.3 million	107.1 million
2005	88.1 million	113.9 million
2010	93.8 million	106.8 million
2016	79.7 million	84.1 million
2017	79.7 million	79.7 million

Productivity increases resulting from technology have enabled us to make substantial reductions in our staffing requirements while continuing to improve services for Congress. In 1980, total GPO employment was 6,450. At the end of FY 2017, we had 1,740 employees on board, representing a reduction of 4,710, or more than 73%, since 1980. Our workforce levels over the past three years remain the smallest of any time in the past century.

**GPO Employment  
FY 1980-2017**

<u>Fiscal Year</u>	<u>Headcount</u>
1980	6,450
1985	5,383
1990	4,977
1995	3,956
2000	3,139
2005	2,344
2010	2,284
2016	1,726
2017	1,740

**Highlights of FY 2017 Congressional Work** GPO worked with the Joint Congressional Committee on Inaugural Ceremonies to produce printed materials for the 58th Presidential Inauguration, involving President-elect Donald J. Trump and Vice President-elect Mike Pence. The process took approximately a year for GPO employees to design and produce nearly 40 types of material including tickets, invitations, stationery, program packet kits, parking passes, maps, signs, and secure access credentials. GPO also used security design and printing techniques to produce more than 250,000 tickets and more than 12,000 secure access credentials for the Inauguration.

Prior to the Inauguration, GPO made *United States Policy and Supporting Positions* available in print, online, and as an app. Popularly known as the Plum Book due to its distinctive plum-colored cover, this publication lists more than 9,000 Federal civil service leadership and support positions in the executive and legislative branches that may be subject to noncompetitive appointment. GPO's Plum Book app, first introduced in 2012, allows users to view the publication in an easy-to-use mobile format and search the publication by agency, position title, location, appointment type, pay plan and level, tenure and term expiration, and vacancy. The Plum Book is published by the House Oversight and Government Reform Committee and the Senate Committee on Homeland Security and Governmental Affairs alternately after each Presidential election.

First issued in 1952 at the beginning of the Eisenhower Administration, the Plum Book was next published following the 1960 Presidential Election and has been published following every Presidential election since that time.

In support of the Legislative Branch Bulk Data Task Force, GPO, the Clerk of the House, the Secretary of the Senate, and the Office of the Federal Register worked on a project to convert a subset of key legislative documents, including enrolled bills, public laws, and the Statutes at Large, into United States Legislative Markup (USLM). USLM is an XML information model designed to represent the legislation of the United States Congress. It is designed to semantically and structurally describe legislative and legal documents in a machine-readable format.

GPO also continued development of a new XML-based automated composition system to replace our aging proprietary Microcomp system during the year, known as the Composition System Replacement (CSR) project. At the opening of the 115th Congress in January 2017, we began deploying a beta system for the composition of congressional bills to the offices of the Clerk of the House and the Secretary of the Senate. The CSR team worked closely with House and Senate staff to ensure that CSR integrates seamlessly with specific authoring environments that are currently utilized for bills.

As we have noted before, making Government information available in XML permits data to be reused and repurposed not only for print output but for conversion into eBooks, mobile web applications, and other forms of content delivery, including data mashups and other analytical tools by third party providers, which contributes to openness and transparency in Government. In addition to the files made available through our Bulk Data Repository, we ensure the authenticity of all information by making available digitally signed copies in PDF format, which is the official, authentic version that matches the printed document. Additionally, we are now a regular participant and presenter at the House Legislative Data and Transparency Conference, along with staff from other legislative branch agencies, data users, and transparency advocates.

During the year, GPO issued successive releases of the digitized *Congressional Record*, completing this project in early FY 2018 with the final release of the digitized files for 1873, the first year the *Record* was produced by GPO. With the completion of this project, GPO will now move on the digitization of other historical congressional documents, beginning with hearings.

In the spring of 2017, we installed the second of two new high-efficiency Muller Martini adhesive binding lines, which is now used to bind printed copies of the Congressional Record as well as other products. The equipment completes the replacement of three binding lines installed more than 30 years ago, improving productivity and freeing up plant production space for other uses. Planning also continued for the replacement of three large newspaper-style web presses used for the production of the Congressional Record and business calendars with smaller, more flexible digital presses. The procurement for this equipment will be initiated in FY 2018.

In May 2017, GPO received the In-plant Innovator Award for its modernization initiatives at the In-plant Innovators Conference, sponsored by NAPCO and In-plant Graphics magazine. Held at GPO, the conference attracted industry leaders from around the country to discuss emerging trends and opportunities in digital printing and publishing. GPO was named an innovator for its continued efforts to bring more efficiency to the agency's production operations for Congress and Federal agencies.

Additionally, GPO's Plant Operations was re-certified for meeting sustainable environmental standards by The Sustainable Green Printing Partnership (SGP), a non-profit organization. This was the GPO's third certification since 2012. SGP-certified printers are held to rigorous standards and go through a months-long process where each aspect of their business is evaluated. Certification shows the printer is achieving energy savings, waste reduction, emission reduction, and reduced resource consumption. GPO has been carrying out modernization initiatives to make

the agency more efficient and environmentally sustainable. Some of those initiatives have included installation of new bindery equipment and a zero make-ready (ZMR) press to reduce waste paper and energy consumption; a pre-press waste chemical discharge treatment unit; improvements to reduce electrical consumption; and continuing to recycle paper, aluminum, and metals.

## GPO and Federal Agencies

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Federal agencies are major generators of information in the United States, and GPO produces their information products for official use and public access. Federal agencies and the public also rely on a growing variety of secure credentials that we produce, including travelers holding U.S. passports, members of the public who cross our borders frequently, and other users. Our digital systems support key Federal agency publications, including the annual *Budget of the U.S. Government* and, most importantly, the *Federal Register* and associated products. As it does for congressional documents, our digital authentication system, supported by public key infrastructure (PKI), assures the digital security of agency documents.

**Highlights of FY 2017 Agency Operations** Since 2012, we have made the annual *Budget of the U.S. Government* available as a mobile app. With GPO's **govinfo** system, documents published via the system are now available across multiple platforms, including mobile access. The complete, authentic online version the FY 2018 *Budget* was released on FDsys and **govinfo** and in print in May 2017. The digital version provides users with access to the text and images of the *Budget*, including the Budget Message of the President, information on the President's priorities, and budget overviews organized by agency, as well as summary tables and additional books of the *Budget*, including the Analytical Perspectives, Appendix, and Historical Tables. Earlier, GPO produced *America First: A Budget Blueprint to Make America Great Again* for the Office of Management and Budget, an overview of the President's budget priorities for FY 2018.

One of GPO's major agency customers is the Office of the Federal Register (OFR), a unit of the National Archives and Records Administration (NARA), which produces the daily *Federal Register*. The *Federal Register* is the official daily publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other presidential documents. It is updated daily by 6 a.m. and is published Monday through Friday, except Federal holidays. The OFR is also responsible for related publications such as the *Code of Federal Regulations*, and other key information products like the *Daily Compilation of Presidential Documents* and the *Public Papers of the President*. We produce these publications in both digital and print formats.

Early in the fiscal year, we partnered with the OFR to make every issue of the *Federal Register* dating back to its inception in 1936 digitally available to the public. A total of 14,587 individual issues, containing more than two million pages, were to be digitized. By the year's end, we had completed digitization historical issues of the *Register* back to 1970, which are now available on FDsys and govinfo. GPO produced the first issue of the *Federal Register* on March 16, 1936. An executive order by President Franklin D. Roosevelt was the first document to be published in the *Register*.

During the year, we completed the renovation of 17,000 square feet of space on the seventh floor of GPO's Building A, in collaboration with NARA, to house the OFR and the Office of Government Information Services (OGIS), and these staffs subsequently moved in. We also continued work, in collaboration with NARA, to renovate space in GPO's buildings to house NARA's congressional documents archive.

GPO produced the official photographs of President Donald J. Trump and Vice President Mike Pence. These photographs will be displayed in more than 1,600 Federal buildings managed by the General Services Administration (GSA), military installations, and other Federal facilities. GPO produced more than 65,000 photographs, which include four sizes: 8x10, 11x14, 20x24, and

16x20. As in previous administrations, GPO is also making these official photographs available for sale to the public.

During the year, GPO procured approximately 42.8 million *Medicare and You* handbooks in English and Spanish versions to be mailed to every beneficiary by the congressionally-mandated date of September 30, 2017. The contracts were valued at more than \$28 million and were awarded to four commercial printers: LSC, Bind-Rite, Gateway Press, and R.R. Donnelley. GPO supports the Department of Health and Human Services (HHS) with this annual project by providing personnel to conduct onsite production monitoring and by engaging with industry to identify possible solutions for cost reduction.

GPO procured another major contract for HHS in July 2017 for the printing of Medicare Enrollment Packages and new Medicare Card sets. The Medicare Access and CHIP Reauthorization Act (MACRA) of 2015 requires HHS to remove Social Security numbers (SSNs) from all Medicare cards by April 2019. A new Medicare Beneficiary Identifier (MBI) will replace the SSN-based Health Insurance Claim Number (HICN) on the new Medicare cards for Medicare transactions like billing, eligibility status, and claim status. An estimated volume of nearly 60 million new Medicare Cards will be printed and distributed to Medicare beneficiaries through this contract.

In April 2017, GPO established the Federal Publishing Council (FPC) to advise GPO on the latest publishing and printing trends. The Council is made up of Federal employee professionals involved in all facets of the Federal printing and publishing community. The goals of the FPC include the development of recommendations to enhance the combined efforts of Federal organizations and GPO to provide the most efficient, effective, and economical publishing services possible; to propose new printing and publishing policy; to provide a forum for the exchange of ideas and the examination of mutual concerns among Federal printing and publishing representatives; and to foster knowledge-sharing opportunities and disseminate information relating to training, new technologies, and best practices in Federal publishing. In addition to tangible printed content, the Council will focus on digital publishing concepts, web content management, and graphic design. The FPC replaces the Interagency Council on Printing and Publication Services, which was created in 1976.

In FY 2017 GPO again won several American Graphic Design Awards from Graphic Design USA magazine. GPO's Creative Services business unit offers Federal agencies a variety of design services, including publication design, branding and identity, exhibit graphics, video, multimedia, photography, and security design. For more than fifty years, Graphic Design USA has recognized the design work of professionals from design firms, ad agencies, Government agencies, corporations, non-profits, and students. Nearly 10,000 entries were submitted for this year's awards. GPO's award-winning projects were *Joint Strategic Plan on Intellectual Property Enforcement* for the Office of Management and Budget; *Mount Rainier Climbing Guides* for the National Park Service; a visitor brochure and pocket folder for the Naval History and Heritage Command; and the *2016 EPA Office of Research and Development Annual Report* for the Environmental Protection Agency.

Surveys of our Federal agency customers in recent years have consistently reported high rates of satisfaction with our products, services, and programs, the cost-effectiveness of GPO's services, and satisfaction with GPO's website and customer service. These results buttress the emphasis on a customer-centric approach throughout our procedures, policies, and activities.

**Partnership with Industry** Other than congressional and inherently governmental work such as the *Federal Register*, the *Budget*, and security and intelligent documents, we produce virtually all other Federal agency information products via contracts with the private sector printing and information product industry issued by our central office and regional GPO offices around the country. In 2017, this work was valued at approximately \$340 million, and represented about 82,600 orders. More than 10,000 individual firms are 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 significant economic opportunity for the private sector. We have long advocated that where Federal agency printing is required, this partnership is the most cost-effective way of producing it. In 2013, the Government Accountability Office conducted a study at the request of the Joint Committee on Printing that identified approximately 80 Federal printing plants still in operation government-wide (<https://www.gao.gov/assets/660/655936.pdf>). GPO has long taken the position that significant additional savings for taxpayers could occur if the work these plants are producing is transferred to GPO's for production through our partnership with the private sector printing and information product industry. In addition, the work produced through this partnership can be efficiently and effectively captured for inclusion in GPO's Federal Depository Library Program (FDLP), thereby improving public access to Government information through the reduction of fugitive documents from the program.

**Security and Intelligent Documents** For nearly a century GPO has been responsible for producing the U.S. passport for the Department of State (DOS). At one time no more than a conventionally printed document, the U.S. passport since 2005 has incorporated a digital chip and antenna array capable of carrying biometric identification data. With other security printing features, this document - which we produce in Washington, DC, as well as at a secure remote facility in Mississippi - is now the most secure identification credential obtainable. In 2017, GPO produced 22.5 million passports, an increase of more than 11% from the year before. Over the past decade GPO has produced more than 150.5 million passports for DOS. Throughout 2017, we continued with facility changes and equipment installation and testing in support of the planned next generation passport.

Early in the year, GPO's passport production facility in Washington, D.C. achieved the ISO 9001:2015 certification by meeting new standards and demonstrating a longstanding practice of consistency. ISO is the International Organization for Standardization and the world's largest developer of international standards used by Government, business and new information technology companies and agencies. More than one million companies and organizations in 170 countries are ISO 9001-certified. This standard is attained by demonstrating a number of quality management principles including a strong customer focus, the motivation and implication of top management, the process approach, and continual improvement. Using ISO 9001:2015 helps ensure that customers consistently get high quality products and services.

Since 2008, we have also served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. We have been certified by the General Services Administration (GSA) to graphically personalize Homeland Security Presidential Directive 12 (HSPD-12) cards for Federal agencies. GSA certified that we comply with Federal Information Processing Standard 201, which sets requirements to ensure that identification cards are secure and resistant to fraud.

To date, we have produced more than 16.9 million secure credential cards across 11 different product lines. Among them are the Trusted Traveler Program's (TTP) family of border crossing cards — NEXUS, SENTRI, FAST, and Global Entry — for the Department of Homeland Security (DHS), which are used by frequent travelers across U.S. borders. Another card produced for DHS is the Transportation Worker Identity Card (TWIC). We produce a Border Crossing Card (BCC) that is issued by the DOS for authorized travel across the Mexican border. We also produce secure law enforcement credentials for the U.S. Capitol Police that are used in Presidential inaugurations.

## GPO and Open, Transparent Government

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Producing and distributing the official publications and information products of the Government fulfills an informing role originally envisioned by the Founders, as James Madison once 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.”

GPO operates a variety of programs that provide the public with “the means of acquiring” Government information that Madison spoke of. These programs include the Federal Depository Library program (FDLP), FDsys and **govinfo**, Publications Information Sales, Reimbursable Distribution, and Social Media.

**Federal Depository Library Program** The FDLP has legislative antecedents that date to 1813 (3 Stat. 140), when Congress first authorized congressional documents to be deposited at the American Antiquarian Society in Worcester, MA, for the use of the public. Since then, Federal depository libraries have served as critical links between “We the People” and the information made available by the Federal Government. GPO provides the libraries with information products in digital and, in some cases, tangible formats, and the libraries in turn make them available to the public at no charge while providing additional assistance to depository library users.

The FDLP today serves millions of Americans through a network of 1,140 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. Print and some microfiche products remain important depository library resources today, particularly in regional depository library collections nationwide, while the Program has expanded significantly over the past 25 years to incorporate digital information products, and today is supported by FDsys and **govinfo** along with other digital resources. The growing reliance on digital content underscored the first digital-only Federal depository library designation in 2014. In FY 2017, one new Federal depository library entered the program as digital-only, while eight existing depository libraries converted to all-digital status.

During the year, the FDLP distributed more than 921,800 copies of 4,200 titles to depository libraries nationwide, and created nearly 11,000 Permanent Uniform Resource Locator files (PURLs) for digital titles. GPO’s Library Services and Content Management staff cataloged a total of 21,800 titles and checked in more than 34,300 serial issues. GPO’s digital Catalog of Government Publications (CGP) experienced nearly 33.2 million searches, while staff resolved more than 3,600 askGPO inquiries.

To support continued public access to key print documents in depository library collections nationwide, GPO established a Preservation Steward program in 2016 to support continued public access to historic U.S. Government documents in print format. Since then, GPO has signed 16 Preservation Steward agreements (10 in FY 2017 alone), involving the libraries at the University of Colorado and at its Law School, the University of Kentucky, the University of Hawai’i at Manoa, the Ohio State Library, the University of Iowa, the University of Arkansas, the University of Florida, the Connecticut State Library, the University of North Carolina, the University of Notre Dame Law School, the Indiana State Library, the U.S. Merchant Marine Academy, the San Bernardino County, California, Law Library, California, the University of Maine, and the University of South Carolina. Preservation Stewards contribute significantly to the effort to preserve printed documents and GPO welcomes all Federal depository libraries that wish to participate as Preservation Stewards.

Through GPO’s partnerships with depository libraries nationwide, free public access to Government information was enhanced during FY 2017. We completed the cataloging of print and electronic versions of the *United States Geological Survey Bulletin* through a partnership with



the University of Colorado and the Colorado School of Mines. More than 5,100 bibliographic records were added to the *Catalog of U.S. Government Publications* (CGP) as a result of these partnerships. We began adding bibliographic records for the print versions of the *Bureau of Mines Report of Investigations* through a partnership with the University of Colorado. Nearly 1,100 records were added to the CGP as a result of this partnership.

We also began adding bibliographic records for the electronic versions of the *USGS Professional Papers* through a partnership with the Colorado School of Mines. More than 800 records were added to the CGP as a result of this partnership. In addition, we continued to work on adding bibliographic records from the University of Montana for 12 Superintendent of Documents classes, as well as to process new material available on FRASER, a partnership with the Federal Reserve Bank of St. Louis.

Throughout the year, GPO collaborated with a variety of entities in support of the FDLP and our Cataloging and Indexing Program responsibilities. For example, through our partnership in the Civics Renewal Network (CRN), a consortium of organizations committed to strengthening civic life in the U.S. by increasing the quality of civics education in our Nation's schools, GPO makes available, through the CRN website, K-12 resources that support civics education. The resources are for free use by teachers, students, and parents and can be found by searching subjects, grades, resource type, standards, and teaching strategy.

We continued our partnership in the Technical Report Archive & Image Library (TRAIL). GPO and TRAIL members work together to ensure that Federal technical reports are openly accessible, and participating GPO staff members offer expertise in cataloging and other areas and participate in the exchange of information about U.S. Government scientific and technical information. The Digital Public Library of America (DPLA) and GPO continued their collaboration to broaden public access to the information made available via the CGP. Through this partnership, more than 180,600 records from the CGP are available to the public through the DPLA website. These records include the U.S. Budget, laws, Federal regulations, and congressional hearings, reports, and documents.

GPO continues to be heavily involved in cooperative cataloging and metadata activities with members of the library community. GPO is an active participant in all components of the Program for Cooperative Cataloging (PCC), which is managed by the Library of Congress, including BIBCO (Bibliographic Record Cooperative), CONSER (Cooperative Online Serials), NACO (Name Authority Cooperative), and SACO (Subject Authority Cooperative).

In addition, GPO is part of the Electronic Cataloging in Publication Program (ECIP). ECIP provides cataloging records for books in advance of publication. The publisher then includes the record on the verso of the publication's title page. Through the ECIP Program, GPO is creating pre-publication bibliographic records for publications from Federal agency publishers. Since joining ECIP in 2015, GPO has created over 60 ECIP records, including ECIP records for GPO, the Combat Studies Institute, the Air Force Research Institute, the Smithsonian Institution Scholarly Press, USGS, and the National Gallery of Art. GPO has been a member of OCLC since 1976 and contributes bibliographic records for U.S. Government information to the international database daily.

Training and educational opportunities provided to depository librarians nationwide remain a popular feature of the FDLP. The FDLP Academy was launched by GPO in FY 2014 to support the FDLP community's education and training needs and to advance Federal Government information literacy. The FDLP Academy enhances Federal Government information knowledge through events and conferences coordinated by GPO and webinars and webcasts on a variety of Government information topics. Many sessions are presented by GPO staff, while others are presented by staff from other Federal agencies and from members of the FDLP community, as recruited and hosted by GPO.

During the year, GPO presented 117 educational sessions and events, including 11 virtual meetings, 88 webinars, with 10,412 combined registrants, and 21 pre-recorded webcasts. GPO also inaugurated a new FDLP Coordinator Certificate Program that gives FDLP coordinators in depository libraries nationwide an opportunity to take in-depth virtual classes on managing depository collections with a focus on compliance with the *Legal Requirements & Program Regulations of the Federal Depository Library Program*. It brings together GPO and depository libraries in a new way to strengthen and improve the FDLP. More than 500 librarians from across the country participated in the 2016 Depository Library Council Meeting and Federal Depository Library Conference. This annual event, hosted by LSCM, was held at the Doubletree by Hilton Hotel in Arlington, Virginia, from October 17 – 19, 2016.

A signal feature of Director Vance-Cooks' administration was a program of visits by GPO LSCM staff and GPO senior management to depository libraries nationwide. Beginning in FY 2016 and continuing to the present, these visits provide opportunities for consultation, training, and support. The visits have been influential in strengthening the ties between GPO and its partner libraries and in helping GPO identify current trends and issues in libraries and respond with improved outreach and services. GPO staff at all levels have participated in this initiative and are now implementing targeted follow-up projects to benefit the FDLP and its participants. Nearly 450 depository libraries have been visited over the past 2 years.

Oversight hearings on GPO conducted by the Committee on House Administration during FY 2017 included a focus on the statutory provisions of Title 44 of the U.S. Code that govern the FDLP. Director Davita Vance-Cooks proposed that these should be revised to allow GPO to administer the FDLP and other public information programs of the Superintendent of Documents effectively in the digital age and provide flexibility for the libraries to continue to participate and best serve their communities. Such changes should support the vision conveyed in GPO's National Plan for Access to U.S. Government Information: "To provide Government information when and where it is needed" to ensure the public has effective, equitable, and convenient access to Government information in the form and formats they need.

In support of this objective, Vance-Cooks asked the member of the Depository Library Council to contribute suggestions for reform, which were incorporated into GPO's proposals for statutory changes that were then transmitted to the Committee. Legislation was under development by the Committee by the end of the year.

**Federal Digital System (FDsys)** We have been providing access to digital congressional and Federal agency documents since 1994 under the provisions of P.L. 103-40, beginning with a site known as *GPO Access*. Fifteen years later, *GPO Access* was retired and a significantly re-engineered site debuted as GPO's Federal Digital System. FDsys provides the majority of congressional and Federal agency content to the FDLP as well as other online users.

Online access to Federal documents made available by GPO has reduced the cost of providing public access to Government information significantly when compared with print, while expanding public access dramatically through the internet. In FY 2017, FDsys grew to make more than 2.2 million titles from the legislative, executive, and judicial branches available online from our servers and through links to other agencies and institutions. The system averaged 45 million retrievals per month.

We have continually added collections to FDsys to provide increased public access to Government information. In 2017, new collections added included most of the digitized issues of the permanent edition of the *Congressional Record*, with the balance added during the first quarter of FY 2018. Historic issues of the *Federal Register* began to be added in 2017 and will continue to be added in FY 2018. The first eBook, *Women in Congress 1917-2017*, the 31st edition of the GPO Style Manual, the CFR Index and Finding Aids, the 2016 *United States Government Policy and Supporting Positions* ("The Plum Book"), and numerous publications in support of the Federal Depository Library Program were also added in FY 2017.

**Govinfo** In early 2016, GPO unveiled the next generation of our public access system with the introduction of **govinfo**. Rolled out initially in beta, **govinfo** improves upon FDsys with a modern, easy-to-use look and feel that syncs with the need of today’s Government information users for quick and effective digital access across a variety of platforms, including mobile devices. A unique feature is the system’s ability to link together documents related to a specific inquiry, from the introduction through passage of legislation to the issuance of any implementing regulations. Following a period of testing and iteratively developing the system’s features, **govinfo** was moved out of beta during the first quarter of FY 2018 and will become GPO’s primary public access system—the third such system since we inaugurated online access in 1994—following the retirement of FDsys from active service later in 2018.

During the year, GPO continued with the process to seek certification as a Trustworthy Digital Repository in compliance with the International Organization for Standardization (ISO 16363) by issuing a Request for Proposal for the audit service to support this process in the final quarter of FY 2017 and awarding a contract during the first quarter of FY 2018. This certification will validate that GPO’s content management system, its infrastructure, and its supporting organization are reliable and sustainable, in order to ensure the highest level of service now and into the future. GPO has continued to invest in the IT infrastructure supporting GPO’s digital information system. This includes bandwidth, storage, and servers needed for Production, COOP, Test, and Development environments.

**GPO Achieves Savings in Information Dissemination** In 1995, the first full year of our online operations, the cost of producing and distributing millions of copies of printed publications to Federal depository libraries nationwide was funded at \$17.6 million, the equivalent today of \$27.9 million in constant dollars. For FY 2016, we funded this function at \$8.5 million, a reduction of more than 69% in constant dollar terms. Along with appropriations to GPO’s Business Operations Revolving Fund, we have used the savings from reduced printing and distribution costs to pay for the establishment and operation of our digital information dissemination operations, achieving additional savings for the taxpayers and vastly expanding public access to Government information.

**Number of Titles Available Online through GPO  
(Includes titles on GPO servers and titles linked from GPO)  
FY 2000-2016**

<u>Year</u>	<u>Number of Titles</u>
FY 2000	193,000
FY 2005	301,600
FY 2010	441,700
FY 2016	1,600,000
FY 2017	2,200,000

**Publication and Information Sales Program** Along with the FDLP and our online dissemination system, which are no-fee public access programs, GPO provides access to official Federal information through public sales featuring secure ordering through an online bookstore (**bookstore.gpo.gov**), a bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector that offer Federal publications as eBooks. As a one-stop shop for eBook design, conversion, and dissemination, our presence in the eBook market continues to grow. We now have agreements with Apple iTunes, Google Play, Barnes & Noble, OverDrive, Zinio, EBSCO, ProQuest and other online vendors to make popular Government titles such as *Your Guide to Breastfeeding*, *My Future, My Way – First Steps Towards College*, and *Dietary Guidelines for Americans* available as eBooks. We also offer a print-on-demand service for sales titles through Amazon and others, which enables us to offer more titles and avoid the expense of additional warehousing.

**Reimbursable Distribution Program** We operate distribution programs for the information products of other Federal agencies on a reimbursable basis, including the General Services Administration (GSA) and the Federal Trade Commission (FTC), from our fulfillment facilities in Pueblo, CO, and Laurel, MD. This program saves money for participating agencies by permitting them to take advantage of GPO's centralized capabilities and economies of scale and contributes significantly to GPO's bottom line. The program generated total of \$9.2 million in revenue during FY 2017. The program is now providing distribution services, bulk storage, and a web-based order module out of the Laurel facility for two Department of Agriculture publications, *Team Nutrition and Supplemental Nutrition Assistance Program*, distributing more than 12 million copies since the program began in August 2015. The Laurel facility is also now providing bulk storage and distribution services for Department of Justice publications. At our Pueblo facility, we provide web-based order modules for five Federal agencies to include the Department of Defense and the Consumer Financial Protection Bureau, provide printing, distribution, bulk storage, and call center services for the Department of Education and the California National Guard, distributing more than 58 million copies.

**GPO and Social Media** We use Facebook, Twitter, YouTube, Instagram, LinkedIn, Pinterest, and a blog to share information about GPO news and events and to promote specific publications and products. By the end of 2017, we had 8,895 likes on Facebook, 8,399 followers on Twitter, and 192,000 views across 78 videos on YouTube. On Pinterest, we had 809 followers pinning on 20 boards of Federal Government information. We also had 688 followers with 1,308 posts on Instagram and 3,265 followers on LinkedIn. Our blog, Government Book Talk, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions.

In 2017, released its gpo.gov 2.0 project in beta, following a major redesign of the agency's public-facing website that improves digital interaction with our customers and the public. The new site utilizes modern user-centric design and navigation to more effectively communicate GPO's brand identity and service offerings. It is also mobile friendly and search engine-optimized to increase user engagement in support of GPO's strategic goals of satisfying our stakeholders and offering new products and services. The site moved out of beta in the first quarter of FY 2018.

## GPO Finances

**Business Operations Revolving Fund** All GPO activities are financed through our Business Operations Revolving Fund, established by section 309 of Title 44, U.S.C. This business-like fund is used to pay all of our costs in performing congressional and agency publishing, information product procurement, and publications dissemination activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from our two annual appropriations: the Congressional Publishing Appropriation and the Public Information Programs of the Superintendent of Documents Appropriation.

The Business Operations Revolving Fund functions as GPO's checking account with the U.S. Treasury. We pay our expenses from this account either with electronic transfer or check. The fund is reimbursed when the Treasury Department transfers money from agency appropriations accounts to the fund when agencies pay our invoices. This procedure also applies to the payment of transfers from the Congressional Publishing and Public Information Programs appropriations, and to deposits of funds collected from sales to the public.

GPO maintains a cash balance in the Business Operations Revolving Fund that is used to pay all expenses. The cash balance fluctuates daily as payments are received from agency reimbursements, customer payments, and transfers from GPO appropriations.

**Retained Earnings** Under GPO's system of accrual accounting, annual earnings generated since the inception of the Business Operations Revolving Fund have been accumulated as retained earnings. Retained earnings make it possible for us to fund a significant amount of technology modernization. However, appropriations for essential investments in technology and plant upgrades are requested when necessary.

**Appropriated Funds** GPO's Congressional Publishing Appropriation is used to reimburse the Business Operations Revolving Fund for the costs of publishing the documents required for the use of Congress in digital and tangible formats, as authorized by the provisions of chapters 7 and 9 of Title 44, U.S.C. The Public Information Programs of the Superintendent of Documents Appropriation is used to pay for the costs associated with providing online access to, and the distribution of, publications to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange distribution. The reimbursements from these appropriations are included in the Business Operations Revolving Fund as revenue for work performed.

Unlike most appropriations to other Federal agencies, these two appropriations are for work that GPO itself does not control. The Congressional Publishing Appropriation in effect is an appropriation by Congress to cover the costs of its publishing activities. The appropriation is made to GPO to relieve Congress of the burden of maintaining detailed accounting records for all publishing work ordered from GPO both by law and by other congressional requisitions, as well as the responsibility for estimating the anticipated volume of congressional publishing that is used as the basis for the appropriation.

Congress plays a major role in controlling the rate of spending of the Congressional Publishing Appropriation. GPO can transfer funds from the appropriation to the Business Operations Revolving Fund only when it performs congressional publishing work. The appropriation is not available for expenditure for any purposes other than this work. While GPO does its best to estimate the volume of congressional publishing in any given year, that volume can change due to circumstances beyond GPO's control. GPO affects the rate of spending under this appropriation by ensuring the efficiency of its operations.

If congressional requisitions fall short of GPO's estimate, there will be a balance remaining in the Congressional Publishing Appropriation at the end of the year. Under the language of GPO's

appropriations legislation, such balances are eligible for transfer to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate appropriations committees. If Congress's requirements exceed GPO's estimate, GPO will continue to fulfill them, and Congress will in effect spend more than it appropriated. As a result, there will be a shortfall in the appropriation for which GPO would need additional funding in a subsequent year. The shortfall would be paid out of available money – retained earnings – in the Business Operations Revolving Fund that otherwise would be available for investment in new plant and equipment. When shortfalls occur, Congress subsequently repays GPO for the excess cost of its printing to restore money to the Business Operations Revolving Fund.

Like the Congressional Publishing Appropriation, the Public Information Programs Appropriation is available only for specific programs: online access and distribution to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange. The publishing activities of the Government determine the workload handled by these programs, not GPO. However, GPO affects the level of funding by ensuring the efficiency of its information dissemination operations. Like the Congressional Publishing Appropriation, any unobligated balances remaining in this account may be transferred to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate appropriations committees.

GPO is accountable for its finances. Each year, GPO's finances and financial controls are audited by an independent outside audit firm working under contract with GPO's Office of Inspector General. For FY 2017, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 21st consecutive year GPO has earned such an audit result.

**FY 2017 Financial Results** Revenue totaled \$874.3 million while expenses charged against GPO's budget were \$827.0 million, for an overall net income of \$58.9 million from operations. Included in both GPO's revenue and net income is approximately \$14.8 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of State, and \$5.8 million in funds resulting from a downward adjustment to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). Apart from these funds, GPO's net operating income from FY 2017 was \$38.3 million.

Funds appropriated directly by Congress provided nearly \$114.5 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 13.1% of total revenue. All other GPO activities, including in-plant publishing (which includes the production of passports), procured work, sales of publications, agency distribution services, and all administrative support functions, were financed through the Business Operations Revolving Fund by revenues generated by payments from agencies and sales to the public.

The largest single component of GPO's annual expenses is publishing work procured from the private sector. In FY 2017, the cost of this work totaled \$307.4 million, or about 37.4% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$216.8 million, or about 26.4% of all expenses.

## FY 2019 Appropriations Request

GPO is requesting a total of \$117,000,000 for FY 2019. This is \$68,000 less than the level of funding approved for FY 2018 by a vote of the full House and as recommended by the Senate Appropriations Committee, though \$727,009 more than the current CR (as of January 19, 2018). Through FY 2017, total GPO appropriations have declined by nearly 21% since FY 2010 and are currently at their lowest level since then.

GPO's continued transition to digital technologies and products has increased our productivity and reduced costs. Additionally, maintaining financial controls on our overhead costs, coupled with a buyout in FY 2015 that reduced GPO's workforce by 103 positions, has helped make this funding request possible. Finally, the utilization of the unexpended balances of prior year appropriations, which we are able to transfer to GPO's Business Operations Revolving Fund with the approval of the Appropriations Committees, has made it possible in recent years to hold the line on the level of new funding we request.

### Total Appropriations to GPO FY 2010-2018 and FY 2019 Request

<u>Fiscal Year</u>	<u>Appropriations</u>
2010	\$ 147,461,000
2011	135,067,324
2012	126,200,000
2013	117,533,423
2014	119,300,000
2015	119,993,000
2016	117,068,000
2017	117,068,000
2018	116,272,991 (CR)
2019	117,000,000 (Requested)

Our FY 2019 request will enable us to:

- meet projected requirements for congressional publishing;
- fund the operation of the public information programs of the Superintendent of Documents; and
- develop information technology including IT cybersecurity measures that support congressional publishing and public information programs operations.

**Congressional Publishing Appropriation** We are requesting \$79,000,000 for this account, which is \$528,000 less than the level of funding approved for FY 2018 by a vote of the full House and as recommended by the Senate Appropriations Committee, and \$194,513 less than funding under the current CR (as of January 19, 2018).

Continuing requirements under this account for FY 2019 are funded at \$75,339,000, and are a reduction of 4.9% from the current level of funding under the continuing resolution. Our request for FY 2019 includes \$3.7 million in funding for the production of the 2018 Edition of the U.S. Code, which is carried out every 6 years in accordance with law.

Overall, the annual appropriations for Congressional Publishing have declined by more than 15% since FY 2010 as the result of our continuing transition to digital technology and products as well as actions taken in cooperation with the House of Representatives and the Senate to control congressional publishing costs. Unspent prior year balances from this account that have been transferred to GPO's Business Operations Revolving Fund are available for the purposes of this account.

**Congressional Publishing Appropriation  
FY 2010-2018 and FY 2019 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$93,768,000
2011	93,580,464
2012	90,700,000
2013	82,129,576
2014	79,736,000
2015	79,736,000
2016	79,736,000
2017 CR	79,736,000
2018	79,194,513 (CR)
2019	79,000,000 (Requested)

House Report 114-110, accompanying the Legislative Branch Appropriations bill for FY 2016, requires the presentation of budget requirements from a zero base. However, GPO has no control over the workload requirements of the Congressional Publishing Appropriation. These are determined by the legislative activities and requirements of the House of Representatives and the Senate as authorized by the applicable provisions of Title 44, U.S.C. GPO utilizes historical data incorporating other relevant factors to develop estimates of likely congressional publishing requirements. These requirements are used as the basis of the budget presentation for this account.

The estimated requirements for FY 2019 include a projected price level increase of \$2,038,000, primarily to cover employee pay increases equivalent with those paid Government-wide and price level increases. An increase of \$3,661,000 is required to publish the 2018 Edition of the U.S. Code. Offsetting this will be a \$2,343,000 decrease in program requirements attributable to anticipated volume decreases for business and committee calendars, the Congressional Record, and committee prints.

As shown on page D-3 of our budget justification for FY 2018, the unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2017, 2018, and 2019, so that appropriation requirements for those years can remain stable at each year. Compared to FY 2018, we project there will be a decrease of \$3,563,000 in the need for this funding. The balance of these funds is earmarked for GPO's critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace our 30+ year-old Microcomp system used in the preparation of congressional documents for digital and print access, and other congressional information projects.



**Public Information Programs of the Superintendent of Documents** We are requesting \$32,000,000 for this account, which is \$2,500,000 more than the level of funding approved for FY 2018 by a vote of the full House and as recommended by the Senate Appropriations Committee, and \$2,700,335 more than funding under the current CR (as of January 19, 2018).

Under current funding as of January 19, 2018, this appropriation has declined by more than 28% since FY 2010, as the result of our continuing transition to digital technology and products which has made the increased dissemination of official Government information to the public less costly and more efficient. The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 114-110.

**Public Information Programs of the  
Superintendent of Documents Appropriation  
FY 2010-2018 and FY 2019 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$ 40,911,000
2011	39,831,178
2012	35,000,000
2013	31,437,000
2014	31,500,000
2015	31,500,000
2016	30,500,000
2017	30,422,020
2018	29,299,666 (CR)
2019	32,000,000 (Requested)

The funding we are requesting for FY 2019 will cover mandatory pay and related cost increases. We are requesting funding for 100 FTE's, an increase of 11 over FY 2018 at an estimated cost of approximately \$1 million, to provide additional support for locating and processing Federal information products for inclusion in the FDLP and the Cataloging and Indexing Program. In addition, we are requesting funding for copies of the U.S. Code for distribution to Federal depository libraries. Funding is also included for continued support of FDsys and **govinfo** costs.

As with our Congressional Publishing Appropriation, unspent balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2018 and FY 2019. These requirements include projects to continue transitioning GPO's Public Information Programs to an increasingly digital basis, including the modernization of legacy IT systems, automation of depository distribution, the replacement of GPO's Integrated Library System, bulk harvesting and content management, enhanced Web-based applications, and the development of metadata and parsers for the digitizing historical issues of publications such as the *Federal Register*. The use of these funds enables GPO to reduce its appropriations requirements while continuing to perform essential services and carry out digital transformation projects.

**Business Operations Revolving Fund** We are requesting \$6,000,000 for this account, to remain available until expended, for information technology projects and necessary facilities projects. This compares with \$7,832,000 that was appropriated for FY 2017, a reduction of 23%. Funding provided to this account represents an increase to working capital for specified projects. Since FY 2013, these projects have consistently included improvements to GPO's **govinfo**, which has moved out of beta and is now expanding public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats. Our request this year includes necessary expenses associated with enhancing the cybersecurity of GPO's IT systems.

**Appropriations to the Business Operations Revolving Fund  
FY 2010-2018 and Requested for FY 2019**

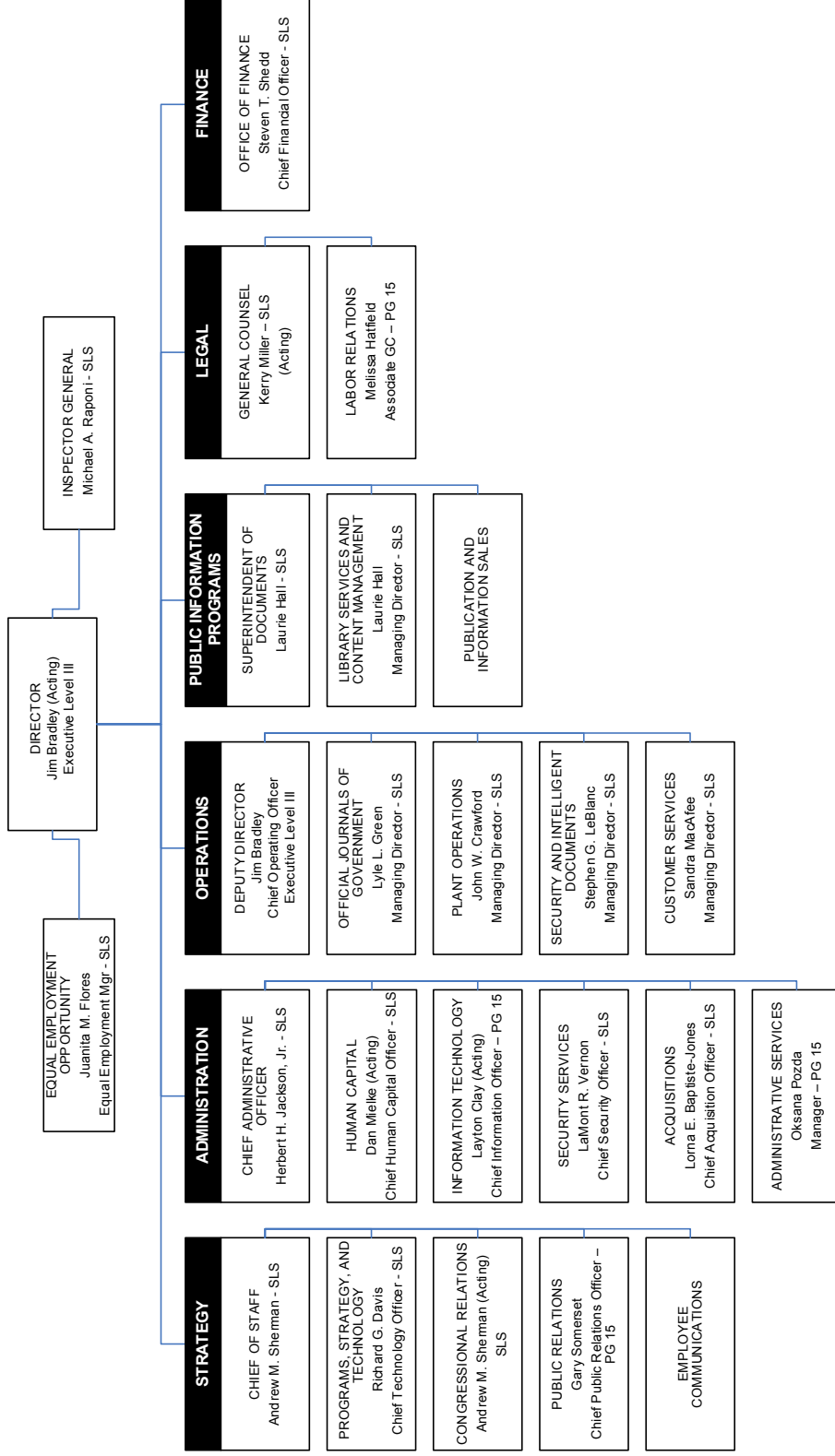
<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$12,782,000
2011	1,655,682
2012	500,000
2013	3,966,847
2014	8,064,000
2015	8,757,000
2016	6,832,000
2017	7,832,000
2018	7,778,813 (CR)
2019	6,000,000 (Requested)

**Govinfo Projects for FY 2019 - \$5,000,000**

- **General System and Collection Development (\$3,800,000)** – Development of new govinfo features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information.
- **Infrastructure (\$1,200,000)** – Infrastructure for the hardware, storage, and environments to manage system performance as **govinfo** content and usage continue to grow.

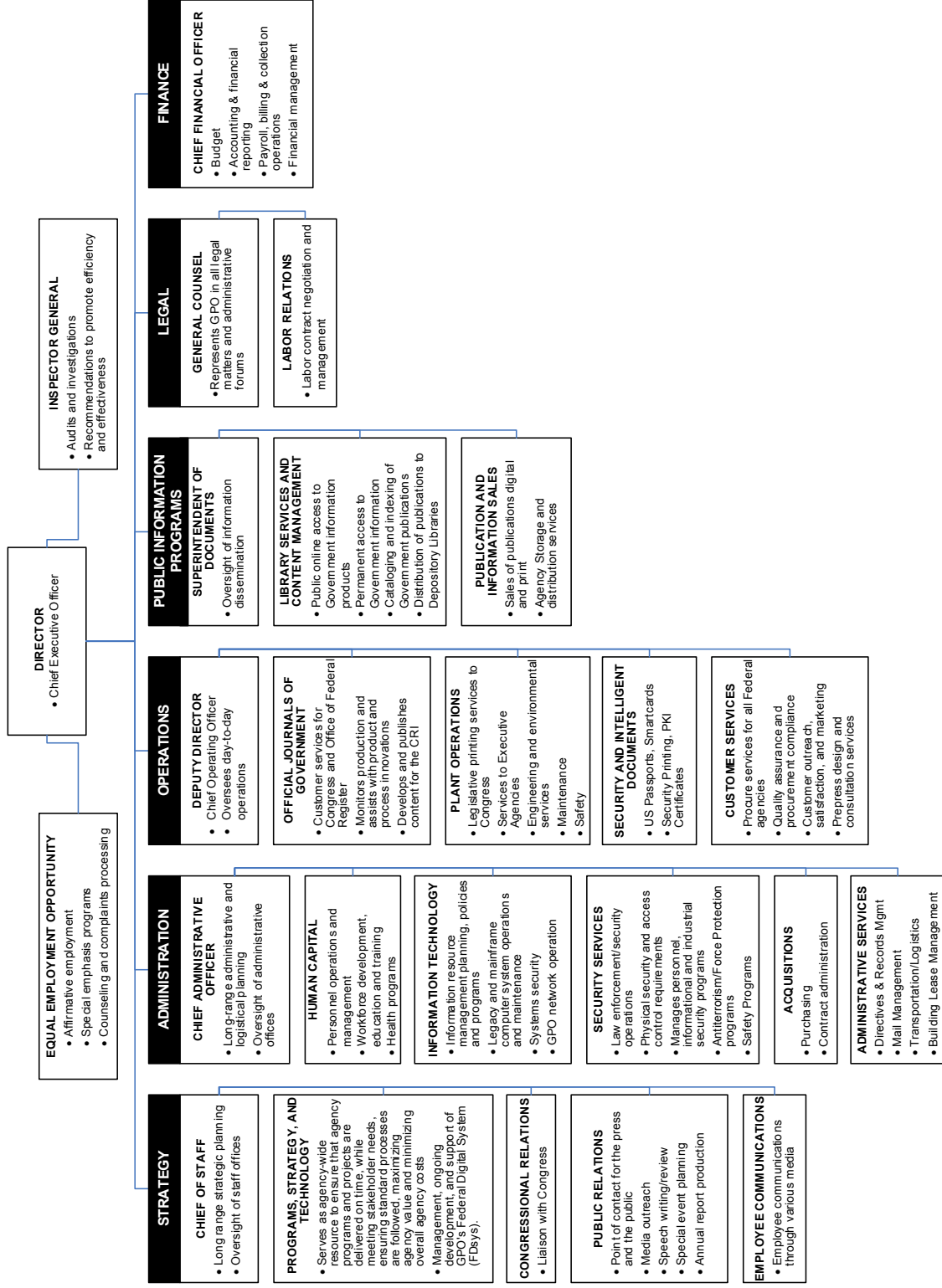
**Cybersecurity Projects - \$1,000,000**

- **Security Enhancements for Advanced Persistent Threat (\$1,000,000)** – The cybersecurity threat environment faced by Government agencies continues to change rapidly and presents substantive risks and dangers to organizations. The requested funding is planned to address that evolving threat environment by implementing enhanced IT security systems that are intended to reduce the risk of unauthorized data exfiltration, unauthorized access, unauthorized changes to data, and related impacts.



# GPO FUNCTIONS BY ORGANIZATION

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



## GPO STAFFING INFORMATION

As of December, 2017

<b>Business Unit</b>	<b>1-8</b>	<b>9-12</b>	<b>13-15</b>	<b>SLS</b>	<b>Executive</b>	<b>Wage Grade</b>	<b>Total</b>
Acquisitions	2	8	4	1	0	0	15
Administrative Services	10	2	4	0	0	0	16
Customer Services	28	83	40	1	0	0	152
Equal Employment Opportunity	0	3	4	1	0	0	8
Executive Offices	0	0	4	2	1	0	7
General Counsel	0	2	8	1	0	0	11
Human Capital	8	9	23	1	0	0	41
Information Technology	0	17	70	1	0	0	88
Inspector General	0	2	11	1	0	0	14
Library Services & Content Management	1	42	29	1	0	11	84
Office of Communications	0	4	7	0	0	0	11
Office of Finance	11	44	47	2	0	1	105
Official Journals of Government	3	13	15	1	0	71	103
Plant Operations	17	57	55	2	0	612	743
Programs, Strategy and Technology	0	2	15	1	0	0	18
Publication & Information Sales	29	19	8	0	0	5	61
Security Services	44	11	7	1	0	0	63
Security and Intelligent Documents	6	2	37	1	0	157	203
<b>Grand Total</b>	<b>159</b>	<b>320</b>	<b>388</b>	<b>18</b>	<b>1</b>	<b>857</b>	<b>1,743</b>

Note: This information outlines the number of employees within the agency's organizational structure. The breakout is by plan and grade range or salary equivalent of 1,743 employees, as of December 2018.

GPO's Senior Level Service (SLS) is similar to the Senior Executive Service.

**GOVERNMENT PUBLISHING OFFICE**  
**Summary of Appropriation Estimates**  
(Dollars in Thousands)

<u>Appropriation Title</u>	FY 2017 <u>Actual</u>	FY 2018 <u>CR</u>	FY 2019 <u>Request</u>	FY 2018/2019 <u>Net Change</u>
Congressional Publishing	\$ 79,736	\$ 79,195	\$ 79,000	\$ (195)
Superintendent of Documents				
Public Information Programs				
By Law Distribution	295	293	320	27
Cataloging and Indexing	8,555	8,497	9,280	783
Federal Depository Library	20,060	19,924	21,760	1,836
International Exchange	590	586	640	54
Total Appropriation	<u>29,500</u>	<u>29,300</u>	<u>32,000</u>	<u>2,700</u>
Business Operations Revolving Fund	<u>7,832</u>	<u>7,779</u>	<u>6,000</u>	<u>(1,779)</u>
Total Appropriations *	<u>\$ 117,068</u>	<u>\$ 116,273</u>	<u>\$ 117,000</u>	<u>\$ 727</u>

Note: A full-year 2018 appropriation was not enacted at the time these budget accounts were prepared; therefore, these accounts were operating under a continuing resolution (P.L. 115-56).

\* May not add, due to rounding.

**GOVERNMENT PUBLISHING OFFICE**  
**Staffing Summary – FTE's**

<u>Appropriation Title</u>	<u>FY 2017 Actual</u>	<u>FY 2018 CR</u>	<u>FY 2019 Request</u>	<u>2018/2019 Change</u>
Congressional Publishing	-	-	-	-
Superintendent of Documents				
Public Information Programs				
By Law Distribution	1	1	1	-
Cataloging and Indexing	21	24	29	5
Federal Depository Library	60	62	68	6
International Exchange	2	2	2	-
Total Appropriation	<u>84</u>	<u>89</u>	<u>100</u>	<u>11</u>
Business Operations Revolving Fund	<u>1,623</u>	<u>1,684</u>	<u>1,684</u>	-
Total Agency	<u><u>1,707</u></u>	<u><u>1,773</u></u>	<u><u>1,784</u></u>	<u><u>11</u></u>

**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL PUBLISHING**  
Including Transfer of Funds  
Fiscal Year 2019

**Proposed Appropriations Language:**

*For authorized publishing of congressional information and the distribution of congressional information in any format; publishing of Government publications authorized by law to be distributed to Members of Congress; and publishing, and distribution of Government publications authorized by law to be distributed without charge to the recipient, \$79,000,000, to remain available until expended. Provided, That this appropriation shall not be available for paper copies of the permanent edition of the Congressional Record for individual Representatives, Resident Commissioners or Delegates authorized under section 906 of title 44, United States Code: Provided further, That this appropriation shall be available for the payment of obligations incurred under the appropriations for similar purposes for preceding fiscal years: Provided further, That notwithstanding the 2-year limitation under section 718 of title 44, United States Code, none of the funds appropriated or made available under this Act or any other Act for printing and binding and related services provided to Congress under chapter 7 of title 44, United States Code, may be expended to print a document, report, or publication after the 27-month period beginning on the date that such document, report, or publication is authorized by Congress to be printed, unless Congress reauthorizes such printing in accordance with section 718 of title 44, United States Code: Provided further, That any unobligated or unexpended balances in this account or accounts for similar purposes for preceding fiscal years may be transferred to the Government Publishing Office Business Operations Revolving Fund for carrying out the purposes of this heading: Provided further, That notwithstanding sections 901, 902, and 906 of title 44, United States Code, this appropriation may be used to prepare indexes to the Congressional Record on only a monthly and session basis. Note. — A full-year 2018 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2018 (Division D of P.L. 115-56 as amended). The amounts included for 2018 reflect the annualized level provided by the continuing resolution.*

**Base Budget Review:**

**Description of Program**

The estimates for Congressional Publishing are to provide funds to pay for the cost of publishing required for the use of Congress, and for publishing and distribution of Government publications authorized by law to be distributed without charge to the recipient.

**Explanations of Changes**

The appropriation requested for FY 2019 is \$79,000,000. A total of \$80,532,000 is required to cover congressional publishing requirements for FY 2019, but transfers of unexpended prior year appropriations to the Government Publishing Office Business Operations Revolving Fund of \$1,532,000 will be utilized to offset part of the requirement. For FY 2018, a total of \$77,179,000 is estimated to be required to cover congressional publishing requirements by the appropriation of \$79,195,000. The transfer of the unexpended balance of the FY 2013 Congressional Publishing Appropriation to the Business Operations Revolving Fund may be requested in FY 2019, as authorized in the annual appropriations language.

**A. Congressional Record Program.** The proceedings of the Senate and House of Representatives are printed in the *Congressional Record*, and also published in digital format to GPO's Federal Digital System (FDsys) and **govinfo** (beta). Approximately 2,048 copies are printed daily. About 1,606 copies are charged to the Congressional Publishing Appropriation, including about 571 copies distributed without charge to recipients designated by Senators. The copies that are not charged to the Congressional Publishing Appropriation are delivered and charged to Government departments on requisitions, and to the Superintendent of Documents for sale to subscribers. Online access to a digital *Congressional Record* database



was initiated in 1994 pursuant to the authorization in chapter 41 of title 44, U.S.C. After the close of each session, the daily proceedings are consolidated, indexed, and posted on FDsys/[govinfo](https://www.govinfo.gov). About 233 sets are printed as the permanent bound edition of the *Record*. About 102 of these sets are for Congressional use and charged to the Congressional Publishing Appropriation. The remaining 131 sets are for public sale, charged to departments on requisition, or distributed to regional Federal depository libraries. An estimated 19,700 pages will be required in FY 2019 and the cost will be approximately \$21,753,000.

**B. Miscellaneous Publications.** This item includes publications such as the *Congressional Directory*, Senate and House Journals, memorial addresses of Members, serial sets, and publications not carrying a document or report number, such as laws, treaties, and similar publications. An estimated \$3,376,000 will be required in FY 2019 for approximately 22,700 pages.

**C. Miscellaneous Publishing and Services.** This item includes letterheads, envelopes, blank paper, miscellaneous services, blank forms, composition and content management, COOP-related expenses for the support of Congress, and binding for both Houses of Congress. The estimate for FY 2019 is \$18,839,000 for about 50.6 million units.

**D. Details to Congress.** This item includes the cost for GPO employees detailed to Congress. The estimated cost for FY 2019 is \$4,452,000 for 74,200 hours.

**E. Document Envelopes and Document Franks.** Document envelopes are furnished to Senators and Representatives for the mailing of speeches and documents. Document franks are printed individually or in sheets with perforations and are furnished to Members of Congress for mailing documents. An estimated \$571,000 will be needed in FY 2019 for approximately 3.7 million envelopes, at a cost of \$542,000, and .2 million document franks, at a cost of \$29,000.

**F. Business and Committee Calendars.** This heading covers the publishing of all House and Senate business and committee calendars, which list the actions on pending and completed legislation. An estimated \$2,696,000 will be required in FY 2019 for approximately 20,600 pages.

**G. Bills, Resolutions, and Amendments.** This heading covers the publishing of bills, resolutions, and amendments in all forms, including the prints as introduced, referred, reported, and finally passed. The estimate for FY 2019 is \$4,150,000 for approximately 125,300 pages.

**H. Committee Reports.** This item covers published reports of congressional committees on pending legislation that carry a congressional number. An estimated \$2,554,000 will be needed for about 28,300 pages in FY 2019.

**I. Documents.** This heading includes all classes of Senate and House documents ordered published by Congress that carry a congressional number, such as annual reports, engineers' reports, special reports made by Government departments in response to resolutions, supplemental and deficiency estimates of appropriations, etc. The estimate for FY 2019 is \$871,000 for about 12,000 pages.

**J. Hearings.** This item covers all hearings before House and Senate committees. The estimate for FY 2019 is \$16,770,000 for approximately 240,500 pages.

**K. Committee Prints.** This item includes publications for the internal use of committees on pending legislation. The estimate for FY 2019 is \$839,000 for 22,500 pages.

**L. United States Code.** The 2018 edition of the United States Code and supplements contains the general and permanent laws of the United States. It is prepared and published every 6 years under authority of Title 2, U.S. Code, Section 285b by the Office of the Law Revision Counsel of the House of Representatives. An estimated 58,747 pages will be required and the cost will be approximately \$3,661,000.

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL PUBLISHING APPROPRIATION**  
Base Budget Review (Detail by Activity)  
(Dollars in Thousands)

Category	2017 Actual <sup>1</sup>	2018 CR	2019 Estimate	Change
A. Congressional Record Publications:				
Daily Record:				
Content Development <sup>2</sup> .....	\$ 11,302	\$ 12,367	\$ 11,992	\$ (375)
Printing.....	5,567	6,091	5,907	(184)
Subtotal.....	16,869	18,458	17,899	(559)
Record Index.....	2,021	2,021	2,079	58
Record Indexers.....	1,705	1,714	1,775	61
Subtotal.....	20,595	22,193	21,753	(440)
B. Miscellaneous Publications.....	4,105	3,267	3,376	109
C. Miscellaneous Publishing and Services.....	19,035	18,311	18,839	527
D. Details to Congress.....	4,452	4,452	4,452	0
E. Document Envelopes and Franks.....	583	569	571	2
F. Business and Committee Calendars.....	2,748	3,765	2,696	(1,069)
G. Bills, Resolutions, and Amendments.....	3,699	3,828	4,150	323
H. Committee Reports.....	3,114	2,220	2,554	334
I. Documents.....	1,849	868	871	3
J. Hearings.....	19,771	16,687	16,770	83
K. Committee Prints.....	1,268	1,018	839	(179)
L. U. S. Code.....	0	0	3,661	3,661
Total Obligations.....	81,218	77,179	80,532	3,353
Surplus/(Shortfall).....	(1,482)	2,016	(1,532)	(3,548)
Appropriation.....	\$ 79,736	\$ 79,195	\$ 79,000	\$ (195)

Note: The unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2017 through FY 2019. The balance of transferred funds is earmarked for GPO's critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace GPO's 30+ year-old Microcomp system used in the preparation of congressional documents for publishing (digital and print); and other congressional projects.

<sup>1</sup> Comprising actual year-to-date expenditures and estimated unliquidated obligations.

<sup>2</sup> Includes GPO Fdsys/govinfo publishing.

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL PUBLISHING APPROPRIATION**  
 Analysis Of Change FY 2018 to FY 2019

CALCULATION OF BASE	
FTE	AMOUNT (000)
-	\$79,195
<b>2019 REQUEST</b>	
-	2,038
A. Price Level Changes	
1. Daily Congressional Record:	
1a. Content Development	336
1b. Printing	<u>165</u>
Subtotal	501
2. Congressional Record Index	58
3. Congressional Record Indexers	61
4. Miscellaneous Publications	94
5. Miscellaneous Publishing and Services	527
6. Details to Congress	0
7. Document Envelopes and Franks	16
8. Business and Committee Calendars	75
9. Bills, Resolutions, and Amendments	116
10. Committee Reports	72
11. Documents	24
12. Hearings	469
13. Committee Prints	23

**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL PUBLISHING APPROPRIATION**  
Analysis Of Change FY 2018 to FY 2019

CALCULATION OF BASE	
FTE	AMOUNT (000)
B. Program Type Changes	-
1. Activity	-
a. Daily Congressional Record:	
1. Content Development	-
2. Printing	-
Subtotal	-
3. Congressional Record Index	-
b. Miscellaneous Publications	-
c. Miscellaneous Publishing and Services	-
d. Details to Congress	-
e. Document Envelopes and Franks	-
f. Business and Committee Calendars	-
g. Bills, Resolutions, and Amendments	-
h. Committee Reports	-
i. Documents	-
j. Hearings	-
k. Committee Prints	-
l. U.S. Code	-
2. Estimated Change - in Surplus/(Shortfall)	-
II. Net Change	-
III. Appropriation 2019	-

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL PUBLISHING APPROPRIATION**  
Explanation of Changes

	FTE	Amount (000)
<b>A. PRICE LEVEL CHANGES</b>		
The average 2.6% increase is due to increase in printing cost rates.	-	\$2,038
<b>B. PROGRAM TYPE CHANGES</b>		
<b>1. Activity (Volume)</b>	-	1,316
<b>a. Congressional Record Publications:</b>		
1. Daily Record This -5.7 percent decrease is computed based on historical data.	-	(1,060)
2. Congressional Record Index No change anticipated based on historical data	-	0
<b>b. Miscellaneous Publications</b> This 0.4 percent increase is computed based on historical data.	-	14
<b>c. Miscellaneous Publishing and Services</b> No change anticipated based on historical data	-	0
<b>d. Details to Congress</b> No change anticipated based on historical data	-	0
<b>e. Document Envelopes and Franks</b> This 2.5 percent decrease is computed based on historical data.	-	(14)
<b>f. Business and Committee Calendars</b> This 30.4 percent decrease is computed based on historical data associated with Congressional terms.	-	(1,145)
<b>g. Bills, Resolutions, and Amendments</b> This 5.4 percent increase is computed based on historical data.	-	207
<b>h. Committee Reports</b> This 11.9 percent increase is computed based on historical data.	-	263
<b>i. Documents</b> This 2.4 percent decrease is computed based on historical data.	-	(21)
<b>j. Hearings</b> This 2.3 percent decrease is computed based on historical data.	-	(386)
<b>k. Committee Prints</b> This 19.9 percent decrease is computed based on historical data.	-	(203)
<b>l. U.S. Code</b> This Increase is based on update that occurs every 6 years and is based on historical data		3,661
<b>2. Estimated Change - in Surplus/(Shortfall)</b>	-	(\$3,548)

**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL PUBLISHING APPROPRIATION**

By Object Class  
(In thousands)

<b>OMB Object Class</b>	<b>2017 Actual</b>	<b>2018 CR</b>	<b>2019 Estimate</b>	<b>Change</b>
<b>24 Printing &amp; Reproduction</b>	\$79,736	\$79,195	\$79,000	(\$195)

**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL PUBLISHING APPROPRIATION**

Analysis of Change to Budget Base  
(In thousands)

<b>OMB Object Class</b>	<b>Price Level Changes</b>	<b>Program Type Changes</b>	<b>Total Changes</b>
<b>24 Printing &amp; Reproduction</b>	\$2,038	(\$2,233)	(\$195)

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL PUBLISHING APPROPRIATION**  
 Estimated Cost Per Unit by Category<sup>1</sup>

Category	Unit <sup>2</sup>	2017	2018	2019
A. Congressional Record Publishing:				
Daily Record:				
Content Development.....	Page.....	\$592	\$592	\$609
Printing.....	Page.....	<u>291</u>	<u>291</u>	<u>300</u>
Subtotal.....	Page.....	883	883	909
Record Index.....	Page.....	421	421	433
Record Indexers.....	Hours.....	95	95	98
B. Miscellaneous Publications.....	Page.....	145	145	149
C. Miscellaneous Publishing and Services	1,000 items....	362	362	372
D. Details to Congress.....	Hours.....	60	60	60
E. Document Envelopes and Franks.....	1,000 items....	142	142	146
F. Business and Committee Calendars.....	Page.....	127	127	131
G. Bills, Resolutions, and Amendments....	Page.....	32	32	33
H. Committee Reports.....	Page.....	88	88	90
I. Documents.....	Page.....	71	71	73
J. Hearings.....	Page.....	68	68	70
K. Committee Prints.....	Page.....	36	36	37
L. U.S. Code .....	Page.....	0	0	62

<sup>1</sup> Unit costs are established based on projected workload volumes and costs. Unit costs may require adjustment if actual workload demands differ substantially from projections. GPO does not control actual workload volumes, which are driven by customer requirements. Volume variances may result in actual unit costs that differ from these estimates, due to fixed costs which do not vary directly in proportion to workload.

<sup>2</sup> The unit cost per page is the number of original pages, and the cost includes all Congressional copies of each category of work. The per page cost for content development for the Daily Congressional Record includes all composition (including file up-date and maintenance for the permanent edition) and prepress costs per original page. The cost for printing includes binding and mailing all of the copies charged to Congress. The rider rate for printing additional copies is 1.5 cents per copy page.

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL PUBLISHING APPROPRIATION**  
Volume<sup>1</sup> Increase/(Decrease)

Category	Unit	2017		2018		2019	
		Total	Increase/(Decrease) Quantity Percent	Total	Increase/(Decrease) Quantity Percent	Total	Increase/(Decrease) Quantity Percent
<b>A. Congressional Record Publishing:</b>							
Daily Record:							
Content Development.....	Page.....	19,100	1,800 9.4	20,900	(1,200) (5.7)	19,700	(1,200) (5.7)
Printing.....	Page.....	19,100	1,800 9.4	20,900	(1,200) (5.7)	19,700	(1,200) (5.7)
Record Index.....	Page.....	4,800	0 0.0	4,800	0 0.0	4,800	0 0.0
Record Indexers.....	Hours.....	18,000	100 0.6	18,100	0 0.0	18,100	0 0.0
<b>B. Miscellaneous Publications.....</b>							
Miscellaneous Publishing and Services .....							
	Page.....	28,400	(5,800) (20.4)	22,600	100 0.4	22,700	100 0.4
	1,000 items....	52,600	(2,000) (3.8)	50,600	0 0.0	50,600	0 0.0
	Hours.....	74,200	0 0.0	74,200	0 0.0	74,200	0 0.0
<b>E. Document Envelopes and Franks.....</b>							
	1,000 items....	4,100	(100) (2.4)	4,000	(100) (2.5)	3,900	(100) (2.5)
<b>F. Calendars.....</b>							
	Page.....	21,600	8,000 37.0	29,600	(9,000) (30.4)	20,600	(9,000) (30.4)
<b>G. Bills, Resolutions, and Amendments.....</b>							
	Page.....	114,900	4,000 3.5	118,900	6,400 5.4	125,300	6,400 5.4
<b>H. Committee Reports.....</b>							
	Page.....	35,500	(10,200) (28.7)	25,300	3,000 11.9	28,300	3,000 11.9
<b>I. Documents.....</b>							
	Page.....	26,200	(13,900) (53.1)	12,300	(300) (2.4)	12,000	(300) (2.4)
<b>J. Hearings.....</b>							
	Page.....	291,700	(45,500) (15.6)	246,200	(5,700) (2.3)	240,500	(5,700) (2.3)
<b>K. Committee Prints.....</b>							
	Page.....	35,000	(6,900) (19.7)	28,100	(5,600) (19.9)	22,500	(5,600) (19.9)
<b>L. U.S. Code .....</b>							
	Page.....	0	0 0.0	0	58,747 0.0	58,747	58,747 0.0

<sup>1</sup> Volume is an estimate of anticipated requirements.



**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY  
During FY 2017**

House Committees	Daily		Record		Record		Misc.		Misc.		Doc.		Doc.		Reports		Documents		Hearings		Prints		TOTALS
	Cong. Rec.	Index	Indexers	Index	Indexers	Index	Indexers	P&S	Details	Env.	Franks	Calendars	Bills	Reports	Documents	Hearings	Prints	TOTALS					
U.S. House of Representatives	9,688,195	1,266,292			28,331	1,436,247	154,320						167,759									12,741,224	
Clerk of the House	794				263,105	2,657,348	27,480				2,471	1,774,943		12,596	140							32	4,738,909
House Members						5,994				365,978	48,717											420,689	
H. Agriculture					75	65,699	87,360					10,076								135,655	8,725	307,590	
H. Appropriations					1,372	42,005														2,931,726	312,634	3,287,737	
H. Armed Services					75	4,146	69,360													428,771	250	502,602	
H. Financial Services					75	88,439														369,177	2,389	460,080	
H. Education and the Workforce					75	4,597	109,000	2,409												407,142	154	523,377	
H. Foreign Affairs					75	1,487														504,487		506,049	
H. Oversight & Government Reform					75	8,836	45,480													839,019	100	893,510	
H. House Administration					300	50,376														100,372		151,048	
H. Natural Resources					75	20,323	95,180													134,420	893	250,891	
H. Energy and Commerce					75	79,894	151,440													693,948	22,041	947,398	
H. Judiciary					75	4,993														144,540	23,831	173,439	
H. Energy Independence						84																84	
H. Transportation & Infrastructure					11,080	4,229	94,920													229,480	1,278	340,987	
H. Rules					75	1,641														10,430	75,603	87,749	
H. Science, Space & Technology					75	48,906														803,394	126	852,501	
H. Veterans' Affairs					75	8,172	41,760													149,655	147	199,809	
H. Ways and Means					660	4,214														909,440		914,314	
H. Small Business						85	103,980													177,713		281,778	
H. Commission on Security & Cooperation in Europe						1,805	68,220													31,541		101,566	
H. Ethics					56,755	9,096																66,851	
H. Office of the Chief Administrative Officer					40,518	102,324								50	22,892							165,784	
H. Commission on Congressional Mailing Standards						4,668																4,668	
H. Budget					75	5,008														52,710		57,793	
H. Legislative Counsel					0	373,200																373,200	
H. Homeland Security					75	1,351	114,360													160,482	24,870	301,138	
H. Permanent Select Committee on Intelligence					75	8,437																8,512	
H. US-China Economic and Security Review Commission					7,212	21,601																79,772	
H. Select Committee On Benghazi						991																1,174,981	
Total House	9,688,980	1,266,292	0		410,458	4,692,996	1,536,060	368,387	51,188	1,785,019	167,759	12,646	73,991	10,286,032	575,213	30,915,030							

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY**  
 During FY 2017

Senate Committees	Daily		Record		Misc.		Misc.		Doc.		Doc.		Calendars	Bills	Reports	Documents	Hearings	Committee		TOTALS
	Contd. Rec.	Index	Indexers	Record	Pubs.	P&S	Details	Env.	Franks	Doc.	Prints									
U. S. Senate	5,546,321	741,457			11,055	1,366,105							1,398,320	663,935	21,024					9,748,217
Secretary of the Senate					316,970	1,298,036	411,818									7,859			100	2,034,783
Senate Members					19,515	2,184,546														2,204,061
S. Sec - Sergeant at Arms						1,040,937														1,040,937
S. Agriculture, Nutrition & Forestry						4,498	93,960										125			98,583
S. Appropriations					65	22,979	27,360										329,735	19,561		399,700
S. Armed Services						11,374	118,620										337,813			467,807
S. Banking, Housing & Urban Affairs						6,683	458,979										178,924	1,008		645,594
S. Commerce, Science & Transportation						29,846	126,080										263,625			419,551
S. Finance					390	3,218	172,380										166,582	122		342,692
S. Foreign Relations						7,674	227,040										132,223	20,172		387,109
S. Homeland Security & Governmental Affairs						9,843	113,080										827,874	23,600		974,397
S. Energy and Natural Resources						9,429	90,720										541,862	4,097		646,108
S. Judiciary						47,411	97,980						14,223				666,538	20,654		846,806
S. Health, Education, Labor & Pensions						8,275	111,120										242,556			361,951
S. Environment & Public Works						29,988	197,940										1,032,355	748		1,261,031
S. Rules & Administration					7,119	10,055											700	1,089		18,963
S. Democratic Policy						7,390														7,390
S. Republican Policy						14,188														14,188
S. Small Business & Entrepreneurship						2,104											139,122			141,226
S. Special Committee on Aging						5,653											49,465			55,118
S. Select Committee on Ethics						6,794														6,794
S. Veterans' Affairs						4,226	126,210										93,275			223,711
S. Legislative Counsel						10,648	344,000													354,648
S. Sergeant at Arms					133,226	262,955														396,181
S. Budget						3,183											57,460	23,600		84,243
S. Legal Counsel						2,808														2,808
S. Select Committee on Intelligence						6,396											13,537	2,627		22,560
S. Indian Affairs						14,113	106,140										83,850	745		204,848
Total Senate	5,546,321	741,457	0	0	488,340	6,431,355	2,823,427	0	0	0	0	0	1,412,543	663,935	21,024	7,859	5,157,621	118,123		23,412,005

**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY**  
During FY 2017

Joint Committees	Daily Cong. Rec.	Record Index	Record Indexers	Misc. Pubs.	Misc. P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Prints	TOTALS
Joint Committee On Printing				1,339										1,008	2,347
Joint Economic Committee				1,066	5,309								29,169		35,544
Joint Committee on Taxation				465	5,807										6,272
Joint Committee on Inaugural Ceremonies				27,267	1,431,332										1,458,599
Total Joint Committees	0	0	0	30,137	1,442,448	0	0	0	0	0	0	0	29,169	1,008	1,502,762
<u>Miscellaneous</u>															
Bylaw	661,579		1,719,898	1,701,289	7,662,037	167,640				3,315,124	2,317,915	1,186,671		4,439	18,736,592
Architect of the Capitol															0
Cong-Exec Commission on China				75	2,018	33,540							12,474	9,791	57,898
Senate Caucus On International Narcotics Control					1,426										1,426
Total Miscellaneous	661,579	0	1,719,898	1,701,364	7,665,481	201,180	0	0	0	3,315,124	2,317,915	1,186,671	12,474	14,230	18,795,916
TOTALS	15,896,889	2,007,749	1,719,898	2,630,299	20,232,280	4,560,667	368,387	51,188	3,197,562	4,146,818	2,351,585	1,268,521	15,485,296	708,574	74,625,713

**DETAILS TO CONGRESS AS OF SEPTEMBER 30, 2016 AND 2017**

**SENATE COMMITTEES**

	<u>2016</u>	<u>2017</u>
Aging.....	0	1
Agriculture, Nutrition, and Forestry.....	1	1
Appropriations.....	3	3
Armed Services.....	1	1
Banking, Housing, and Urban Affairs.....	2	2
Commerce, Science, and Transportation.....	1	1
Energy and Natural Resources.....	1	1
Environment & Public Works.....	2	2
Finance.....	2	2
Foreign Relations.....	2	2
Health, Education, Labor, & Pensions.....	1	1
Homeland Security and Governmental Affairs.....	1	1
Indian Affairs.....	1	1
Judiciary.....	1	1
Veterans' Affairs.....	1	1
Total Senate Committees.....	<u>20</u>	<u>21</u>

**HOUSE COMMITTEES**

Agriculture.....	1	1
Armed Services.....	1	1
Education and the Workforce.....	1	1
Energy and Commerce.....	2	2
Homeland Security.....	1	1
Natural Resources.....	1	1
Oversight and Government Reform.....	1	1
Small Business.....	1	1
Transportation and Infrastructure.....	1	1
Veterans' Affairs.....	1	1
Total House Committees.....	<u>11</u>	<u>11</u>

**MISCELLANEOUS**

Commission on Security and Cooperation in Europe.....	1	1
Congressional Service Center (CRS).....	1	1
House Enrolling Clerk.....	1	0
House Legislative Counsel.....	4	4
House Parliamentarian.....	1	1
Senate Docutech Room.....	1	1
Senate Enrolling Clerk.....	1	1
Senate Legislative Counsel.....	3	3
Senate Official Reporters.....	1	1
Senate Service Department.....	1	1
House Law Revision.....	1	1
Total Miscellaneous.....	<u>16</u>	<u>15</u>

**SUMMARY**

Senate Committees.....	20	21
House Committees.....	11	11
Miscellaneous.....	<u>16</u>	<u>15</u>
	<u>47</u>	<u>47</u>

**GOVERNMENT PUBLISHING OFFICE  
PUBLIC INFORMATION PROGRAMS OF THE SUPERINTENDENT OF DOCUMENTS  
SALARIES AND EXPENSES**  
Including Transfer of Funds  
Fiscal Year 2019

**Proposed Appropriation Language:**

*For expenses of the public information programs of the Superintendent of Documents necessary to provide for the cataloging and indexing of Government publications and their distribution to the public, Members of Congress, other Government agencies, and designated depository and international exchange libraries as authorized by law, \$32,000,000, to remain available until expended: Provided, That amounts of not more than \$2,000,000 from current year appropriations are authorized for producing and disseminating Congressional serial sets and other related publications for fiscal years 2017 and 2018 to depository and other designated libraries: Provided further, That any unobligated or unexpended balances in this account or accounts for similar purposes for preceding fiscal years may be transferred to the Government Publishing Office Business Operations Revolving Fund for carrying out the purposes of this heading. Note. — A full-year 2018 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2018 (Division D of P.L. 115-56, as amended). The amounts included for 2018 reflect the annualized level provided by the continuing resolution.*

**Base Budget Review:**

**Description of Programs**

The Public Information Programs of the Superintendent of Documents Salaries and Expenses Appropriation administers: (1) the Federal Depository Library Program (FDLP); (2) the cataloging and indexing of Government publications; (3) the distribution of certain Government publications to Members of Congress and other Government agencies, as designated by law; and (4) the distribution of Government publications in the International Exchange Service.

A total of \$32,000,000 is requested for this appropriation for FY 2019. The request for FY 2019 includes funding for 100 full-time equivalents (FTE's) and reflects an increase of \$2,700,000 from FY 2018, primarily to cover the cost of publishing the U.S. Code which is revised every six years. Additional FTE's are required to handle significant increases in program activities dealing with historic document digitization and collection management, web harvesting, inventory, cataloging, and preservation of tangible collections in FDLP libraries.

**By Law Distribution Program**

In FY 2019, the requested amount is \$320,000 for the By Law Distribution Program. Under various provisions of Title 44, U.S.C., GPO distributes certain tangible publications to recipients designated by law. Two or more copies of every publication printed by GPO are provided to Library of Congress (LOC), even if the publication is not distributed to the Federal depository libraries. In addition, the National Archives and Records Administration (NARA) receives up to three copies of printed publications. GPO also maintains mailing lists of specific publications that are designated to be distributed by law and provides copies of publications to foreign legations as directed by the State Department.

**Cataloging and Indexing Program**

For FY 2019, the requested amount is \$9,280,000 to administer the Cataloging and Indexing Program. Under the requirements of sections 1710 and 1711 of Title 44, U.S.C., GPO is charged with creating access to all Federal Government publications that are not confidential

in nature via catalogs and indexes. The principal tool to do that is the Web-based Catalog of U.S. Government Publications (CGP) (<https://catalog.gpo.gov>) that has over 907,000 records identifying and providing access to tangible and digital Federal Government publications. In FY 2017, there were 33,169,429 successful searches of the CGP, and 21,825 new records for tangible and online titles were added to the catalog. GPO's goals for the CGP are to expand this catalog to be a comprehensive title listing of all public Federal Government publications, both historic and electronic, and increase the visibility and use of Government information products. In FY 2019, work continues to modernize the software platform for the CGP and provide new methods to increase access to U.S. Government information using prior year funds. In FY 2019, focus will be to develop an outreach program to agencies to ensure that digital only materials are included in the FDLP and harvesting of agency web content will be increased.

A major undertaking of the program is the National Bibliographic Records Inventory Initiative (NBRII). The initiative comprises various multi-year projects to bring fugitive material and historic publications under bibliographic control and to make those records available through the CGP. In FY 2017, LSCM continued to work on multiple NBRII tasks including the transcription of the historic shelf list with over 63% of the work complete. Working with cataloging library partners, over 3,191 titles were identified and cataloged. As part of that effort, LSCM completed work on cataloging 2,063 tangible and 3,128 digital versions of a long running USGS series in partnership with two depository libraries in Colorado. In FY 2017, a project to catalog 15,222 historic hearings titles was completed. Prior years transfer funds will be used to fund on-going historic cataloging efforts in FY 2019.

#### **Federal Depository Library Program**

In FY 2019, the requested amount is \$21,760,000 for the administration of the Federal Depository Program. As authorized by chapter 19 of Title 44, U.S.C., the mission of the FDLP is to disseminate information products from all three branches of the Federal Government to 1,140 libraries nationwide designated as Federal depository libraries, directly by law or as depositories designated by their Representatives and Senators. Federal depository libraries maintain and provide free access to Federal Government information products to the public. Providing free online access to Government publications is established under the authority of chapter 41 of Title 44, U.S.C., via GPO's Federal Digital System (FDsys) and its successor system **govinfo** ([www.govinfo.gov](http://www.govinfo.gov)).

In FY 2017, approximately 4,195 tangible titles consisting of 921,828 copies were distributed to Federal depository libraries. In keeping with the direction of the Legislative Appropriations Act for FY 1996, GPO has transitioned the FDLP to a predominantly digital electronic program. The total number of Federal Government information titles available to the public online via **govinfo** continues to increase with over one million searchable documents. The costs of the program are related to identifying, acquiring, cataloging, linking to, authenticating, modernizing, and providing permanent public access to digital Government information. In FY 2019, the SuDocs organization will continue to spend prior year re-programmed funds of \$2,785,000 which are being used for general development of the system and continual ingest of new and historic content in addition to on-going maintenance and support for **govinfo** and digital repository infrastructure assessment.

In FY 2019, prior year funds will also be used on projects that support the libraries and the administration of the Federal Depository Library Program. Projects include the implementation of the Regional Library discard policy, migration of legacy applications, systems maintenance and security enhancements, the continued implementation of a new Customer Relations Management service to respond to stakeholders information requests, education, training and outreach activities to support libraries in the FDLP, services to support the preservation of historic documents in library collections and program and service assessment

**International Exchange Service**

For FY 2019, the requested amount is \$640,000 to administer the International Exchange Service. As authorized by Section 1719 of Title 44, U.S.C., and pursuant to an international treaty establishing the exchange of official publications, GPO distributes U.S. Government publications in microfiche, print and tangible electronic formats to foreign governments. In exchange, those foreign governments agree to send their similar government publications to the United States for deposit at the Library of Congress (LOC). LOC designates which publications are to be distributed abroad and GPO performs the actual distribution. In FY 2017, a total of 105,732 copies and 1,438 boxes of materials were sent to International Exchange Service partners.

**GOVERNMENT PUBLISHING OFFICE  
PUBLIC INFORMATION PROGRAMS  
SUPERINTENDENT OF DOCUMENTS  
SALARIES AND EXPENSES**  
Analysis of Change 2018 to 2019  
(Dollars in Thousands)

		2019 Agency Request	
		FTE	Amount
FY 2018		89	\$ 29,300
FY 2019			
Mandatory Pay and Related Costs			
	Annualization of pay for FY 2018	-	164
	Pay raise for FY 2019	-	51
	Within-grade increases for FY 2019	-	83
	Increase of 1 work day in FY 2019	-	33
	<b>Total Mandatory Pay and Related Costs</b>	<b>-</b>	<b>331</b>
	<b>Total Price Level Changes</b>	<b>-</b>	<b>76</b>
	<b>Program/Project/Activity Increases/Decreases for FY 2019</b>		
	Increase to 100 FTEs Salary and Benefits	11	1,000
	Decrease in Printing Expenses due to digitization		(707)
	Printing of the U.S. Code	-	2,000
	<b>Total Program/Project/Activity Increases (Decreases) for FY 2019</b>	<b>-</b>	<b>2,293</b>
	<b>Total Net Change</b>	<b>-</b>	<b>2,700</b>
	<b>Total 2019 Appropriation</b>	<b>100</b>	<b>\$ 32,000</b>



**GOVERNMENT PUBLISHING OFFICE  
PUBLIC INFORMATION PROGRAMS  
SUPERINTENDENT OF DOCUMENTS**  
Salaries and Expenses Summary  
(Dollars in Thousands)

	FY 2017 Actual (1)	FY 2018 P.L. 115-56 CR (2)	FY 2019 Requested (3)	FY 2018/2019 Net Change	
<u>Summary by Program</u>					
By Law Distribution	\$ 295	\$ 293	\$ 320	\$ 27	(4)
Cataloging and Indexing	8,555	8,497	9,280	783	(4)
Federal Depository Library	20,060	19,924	21,760	1,836	(4)
International Exchange	590	586	640	54	(4)
<b>Total Appropriation</b>	<b>\$ 29,500</b>	<b>\$ 29,300</b>	<b>\$ 32,000</b>	<b>\$ 2,700</b>	
<u>Summary by OMB Object Class</u>					
11 Personnel Compensation	\$ 8,204	\$ 8,693	\$ 9,784	\$ 1,091	(5)
12 Personnel Benefits	2,575	2,695	2,935	240	(6)
21 Travel	170	70	71	1	(7)
22 Transportation of Things	538	701	716	15	(7)
23 Rents Communications and Utilities	77	124	127	3	(7)
24 Printing and Reproduction	7,520	6,800	8,093	1,293	(8)
25 Other Services	10,204	10,000	10,053	53	(9)
26 Supplies and Materials	212	217	221	4	(7)
<b>Total Appropriation</b>	<b>\$ 29,500</b>	<b>\$ 29,300</b>	<b>\$ 32,000</b>	<b>\$ 2,700</b>	

- (1) Actual and obligated expenditures against the 2017 S&E Appropriation through 09/30/17 (Consolidated Appropriations Act, 2017 P.L. 115-31). The agency also transferred \$3,397,000 to cover projects related to digitization.
- (2) FY 2018 approved and obligated funding (Continuing Appropriations Act, 2017, P.L. 115-56, as amended). The amount requested for FY 2018 was \$29,000,000.
- (3) Requested amount is based on FY 2018 funding levels with mandatory increases for salary and all non-salary categories. Personnel compensation was calculated based on staffing needs, inflation and appropriate work days for the year. The agency is utilizing prior year transfer funds to cover projects that support the transition from traditional printed material to digitized information to align with the Agency goal to provide greater access to Government information to the public. The use of these funds for continued activities has reduced the request for contractual services in FY 2018 and FY 2019.
- (4) Amount reflects mandatory increases for personnel and price level increases with a reduced request for Other Services for Cataloging and Indexing and FDSys projects that are to be funded through prior-years transfer funds.
- (5) Amount reflects the funding of merit and within grade and mandatory pay increases for 100 FTEs
- (6) Reflects anticipated benefit expenditures based on 30% of Personnel Compensation figure.
- (7) Reflects price level increase due to inflation.
- (8) Due to the transition from traditional printing to digital information, printing reductions off-setting cost increases. \$2 million is being requested for publishing the U.S. Code.
- (9) Includes Workers' Compensation, Shared Services, overhead, depreciation on equipment and contractual services. Inflation has been applied to all categories. Contractual services remain flat due to on-going activities funded through prior year transfer funds.

**GOVERNMENT PUBLISHING OFFICE  
BUSINESS OPERATIONS  
REVOLVING FUND  
Fiscal Year 2019**

**Proposed Appropriations Language:**

*For payment to the Government Publishing Office Business Operations Revolving Fund, \$6,000,000, to remain available until expended, for information technology development: Provided, That the Government Publishing Office is hereby authorized to make such expenditures, within the limits of funds available and in accordance with law, and to make such contracts and commitments without regard to fiscal year limitations as provided by section 9104 of title 31, United States Code, as may be necessary in carrying out the programs and purposes set forth in the budget for the current fiscal year for the Government Publishing Office Business Operations Revolving Fund: Provided further, That not more than \$7,500 may be expended on the certification of the Director of the Government Publishing Office in connection with official representation and reception expenses: Provided further, That the business operations revolving fund shall be available for the hire or purchase of not more than 12 passenger motor vehicles: Provided further, That expenditures in connection with travel expenses of the advisory councils to the Director of the Government Publishing Office shall be deemed necessary to carry out the provisions of title 44, United States Code: Provided further, That the business operations revolving fund shall be available for temporary or intermittent services under section 3109(b) of title 5, United States Code, but at rates for individuals not more than the daily equivalent of the annual rate of basic pay for level V of the Executive Schedule under section 5316 of such title: Provided further, That activities financed through the business operations revolving fund may provide information in any format: Provided further, That the business operations revolving fund and the funds provided under the heading "Public Information Programs of the Superintendent of Documents" may not be used for contracted security services at GPO's passport facility in the District of Columbia. Note. — A full-year 2018 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriation Act, 2018 (Division D of P.L. 115-56, as amended). The amounts included for 2018 reflect the annualized level provided by the continuing resolution.*

**Base Budget Review:**

By law, GPO's Business Operations Revolving Fund is used to finance GPO's publishing operations. Approximately 70 percent (excluding Security and Intelligent Documents) of GPO's publishing revenue is from procuring publications and related services for customer agencies. This work is procured through GPO's Customer Services business unit utilizing the private sector printing and information product industry. The majority of the Government's publishing requirements are effectively satisfied through this procurement activity because the highly competitive process provides access to the vast resources, expertise, and specialization within the commercial sector at the most cost effective price.

GPO's in-plant facility provides digital and tangible products in support of the information and day-to-day business needs of Congress and Federal agencies. GPO produces the *Congressional Record* overnight when Congress is in session, and bills, hearings, documents, reports and committee prints in time to support Congress' legislative needs. Also produced are the *Federal Register*, the *Code of Federal Regulations*, and other key Government documents, such as the annual *U.S. Budget*.

With a few exceptions, the paper used to produce tangible documents by GPO and its contractors meets or exceeds Federal recycled paper requirements and all GPO inks are manufactured from vegetable oil in accordance with the Vegetable Ink Printing Act of 1994.

GPO plays a critical role in America's security by producing secure Federal credentials, including the U.S Passport for the Department of State that combine digital and print security measures. GPO's publications sales program provides the public with an opportunity to purchase a wide variety of low cost, consumer-oriented publications, Congressional documents, and Executive and Judicial publications.

Documents can be ordered through GPO's secure Online Bookstore site at <https://bookstore.gpo.gov> or from GPO's bookstore in Washington, D.C. Free and low cost publications are distributed through the Federal Citizen Information Center (FCIC) in Pueblo, CO. GPO also provides warehousing and publication distribution services for Federal agencies on a reimbursable basis. Thousands of titles are for sale at any given time, including books, CD-ROMs, eBooks and other digital formats.

## **BUSINESS OPERATIONS REVOLVING FUND REQUESTS**

For FY 2019, GPO is requesting a total of \$6,000,000 for the Revolving Fund to remain available until expended, for the following projects:

### **govinfo Projects**

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General System and Collection Development	3,800,000
Infrastructure	<u>1,200,000</u>
<b>Total govinfo</b>	<u>5,000,000</u>

### **Cybersecurity Projects**

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Security Enhancements for Advanced Persistent Threat	\$ 1,000,000
<b>Total Revolving Fund Project Requests</b>	<u>\$ 6,000,000</u>

## **govinfo Projects**

**General System and Collection Development (\$3,800,000).** Development of new govinfo features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content and increasing the discoverability of information.

**Infrastructure (\$1,200,000).** Infrastructure for hardware, storage, and environments to manage system performance as **govinfo** content and usage grows.

## **Cybersecurity Projects**

**Security Enhancements for Advanced Persistent Threat (\$1,000,000).** The cybersecurity threat environment faced by government agencies continues to change rapidly and presents substantive risks and dangers to organizations. The requested funding is planned to address that evolving threat environment by implementing enhanced IT security systems that are intended to reduce the risk of unauthorized data exfiltration, unauthorized access, unauthorized changes to data, and other impacts.

**GOVERNMENT PUBLISHING OFFICE  
BUSINESS OPERATIONS REVOLVING FUND**  
Analysis of Change 2018 to 2019  
(Dollars in Thousands)

	FY 2019 Agency Request	
	FTE	Amount
Obligations, FY 2018	1,684	\$ 844,667
Mandatory Pay and Related Costs		
Annualization of FY 2018 pay raise	-	1,283
Pay raise for FY 2019	-	4,171
Within-grade increases for FY 2019	-	1,321
Increase of 1 work day for FY 2019	-	819
Total Mandatory Pay and Related Costs	-	7,594
Total Price Level Changes	-	5,212
Non-recurring Costs - Equipment to be obligated in FY 2018	-	(96,803)
Program/Project/Activity Increases for FY 2019		
Capital expenditures equipment, systems, and facilities	-	35,991
Capital Expenditures to be funded by an Appropriation		
Security Enhancements for Advance Persistent Threat	-	1,000
<b>Govinfo</b> General System & Collection Development	-	3,800
<b>Govinfo</b> Infrastructure	-	1,200
Total Expenditures to be funded by an Appropriation	-	6,000
Net change requested	-	\$ (42,006)
Total Budget FY 2019	1,684	802,661
Offsetting Collections	-	796,661
Total FY 2019 Appropriation	-	\$ 6,000

**GOVERNMENT PUBLISHING OFFICE  
BUSINESS OPERATIONS REVOLVING FUND  
Summary by Object Class  
(Dollars in Thousands)**

Object Class	FY 2017 Actual	FY 2018 CR	FY 2019 Request	FY 2018/2019 Net Change
11 Personnel Compensation	\$ 154,531	\$ 160,090	\$ 165,774	\$ 5,683
12 Personnel Benefits	53,036	53,817	55,728	1,911
21 Travel	833	1,060	1,082	22
22 Transportation of Things	9,939	9,288	9,483	195
23 Rents, Communications and Utilities	15,688	18,123	18,504	381
24 Printing and Reproduction	308,820	296,435	302,660	6,225
25 Other Services	41,968	55,340	56,501	1,161
26 Supplies and Materials	181,783	153,710	156,938	3,228
31 Equipment	60,332	96,803	35,991	(60,812)
Total Budget	\$ 826,930	\$ 844,667	\$ 802,661	\$ (42,006)