

# BUDGET JUSTIFICATION

FISCAL YEAR 2018



**U.S. GOVERNMENT PUBLISHING OFFICE**  
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March 15, 2017

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 2018.

**Strategic Outlook** GPO is transforming from a print-centric to a content-centric publishing operation. Our implementation of a digital transformation is consistent with the recommendations submitted by the National Academy of Public Administration (*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 Congress approved and the President signed into law (P.L. 113-235) a provision redesignating GPO as the Government *Publishing* Office.

In FY 2018 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 the volume of tangible print that is requisitioned from GPO is declining and will continue to decline.

In transforming its business model, GPO is focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise to provide both digital 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 in this budget justification document and at [www.gpo.gov/about/](http://www.gpo.gov/about/).

**FY 2018 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 \$117,068,000 for FY 2018. This is the same level of funding approved for FY 2016 and a slight increase above the currently approved level for FY 2017 in continuing resolution P.L. 114-254. Total GPO appropriations have declined by nearly 21% since FY 2010. Our 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 2010-2017**

<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 CR	116,845,454

Our FY 2018 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 essential cybersecurity measures, and perform facilities maintenance and repairs that support our congressional publishing and public information programs operations.

**Congressional Publishing Appropriation** We are requesting \$79,528,000 for this account, which is below the level included in the current CR as well as the levels approved for every fiscal year since 2014. This appropriation has declined by nearly 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 for the purposes of this account have also been used to maintain our requirements for new funding at a flat level since FY 2014.

**Congressional Publishing Appropriation  
FY 2010-2017**

<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	79,584,422

Our request for this appropriation is an estimate of the amount of work Congress is likely to requisition from GPO for FY 2018, based on historical data. 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 budget presentation for this account.

The estimated requirements for FY 2018 include no price level change. We anticipate an overall reduction of \$56,000 from current year requirements based on projected volume decreases in virtually every congressional product category except for business and committee calendars, the *Congressional Record*, and hearings.

Commensurate with the beginning of the 115th Congress we are implementing, in cooperation with the offices of the Clerk of the House and the Secretary of the Senate, a new composition system that will enable GPO to compose congressional bills in XML. The estimated savings from this new system has not yet been fully determined but it is expected to reduce costs while expediting the production process for these documents. The new composition system will be expanded to additional congressional products in the future. Additionally, we are developing a new composition capability for House hearings following a plan designed by the Committee on House Administration, which is also expected to reduce costs and improve efficiency.

As shown on page D-3 of our budget justification, the unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund are used to offset anticipated congressional product requirements. The balance of these funds are earmarked for the development of our new composition system and other projects that may be required of us, including those supporting the objectives of the Legislative Branch Bulk Data Working Group.

**Public Information Programs of the Superintendent of Documents** We are requesting \$29,000,000 for this account, representing a decrease of \$1,442,000 or 4.7% from the amount included in the current CR. This appropriation has declined by more than 25% 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.

**Public Information Programs of the  
Superintendent of Documents Appropriation  
FY 2010-2017**

<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 CR	30,422,020

The funding we are requesting for FY 2018 will cover mandatory pay and related cost increases for 89 FTE's, the same level as for FY 2017. Requirements for new funding have also been reduced by a decrease in printing costs due to digitization and the use of prior year funds as approved by the Appropriations Committees. These funds will be used to pay for projects including strengthening public access to online information by building the next generation of **FDLP.gov**, and to investigate, develop, and replace legacy methods for the selection and distribution of digital and tangible materials for Federal depository libraries.

**Business Operations Revolving Fund** We are requesting \$8,540,000 for this account, to remain available until expended, for information technology projects, including essential cyber security measures, and necessary facilities projects. This is an increase over the \$6,819,000 provided in the current CR. 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 FDsys (and its successor system, **govinfo**) which has expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats, as well as other essential IT projects. Our request this year includes essential expenses associated with enhancing the cybersecurity of GPO's IT systems, as we have communicated to the Legislative Branch Cybersecurity Working Group. We also fund necessary physical infrastructure projects through appropriations to this account.

**Appropriations to the Business Operations Revolving Fund**  
**FY 2010-2017**

<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 CR	6,819,012

**Information Technology Projects – \$7,000,000**

**Govinfo Projects - \$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 continue to grow.

**Cybersecurity Projects – \$2,000,000**

- **Security Enhancements for Advanced Persistent Threat (\$2,000,000)** – Required for enhanced technologies and services to combat, detect, and prevent advanced persistent threats (including sophisticated nation-state actors) from compromising GPO IT systems.

## Facilities Projects – \$1,540,000

- **Elevator Repairs (\$900,000)** – Elevators 3 and 4 at GPO's G Street entrance are aging and need frequent repairs. We intend to replace and upgrade these elevators with modern controls and security features. These elevators also support employee life/safety by providing a means for evacuation of medical emergencies.
- **Emergency Power Generator (\$500,000)** – This will replace GPO's existing diesel emergency generator with one using clean-burning natural gas. It will also increase the electrical load that can be supported in the event of an emergency, such as we experienced in 2015 with a power blackout by PEPCO.
- **LED Lighting (\$140,000)** – As part of our commitment to conserving energy, traditional fluorescent lighting will be replaced with efficient and long-lasting LED lamps and fixtures. These will yield significant savings to electricity usage.

Chairman Yoder and Chairman Lankford, we look forward to working with you and your Subcommittees in your consideration of our appropriations request for FY 2018.

Sincerely,



DAVITA VANCE-COOKS  
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 2016 Operations

The U.S. Government Publishing Office (GPO) 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 employed 1,717 staff at January 1, 2017.

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 newly introduced successor system govinfo ([www.govinfo.gov](http://www.govinfo.gov)). Today these systems make more than 1.6 million Federal titles available online from both GPO and links to servers in other agencies. In 2016 FDsys averaged nearly 40 million retrievals per month. We also provide public access to Government information through partnerships with 1,148 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

In addition to GPO's 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." 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 both digital as well as print formats.

**Strategic Vision** GPO is transforming from a print-centric to a content-centric publishing operation. Our implementation of a digital transformation is consistent with the recommendations submitted by the National Academy of Public Administration (*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013) regarding our transition to a digital future.

GPO is developing 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.

**Strategic Plan** Our strategic plan, which is available for public review at [gpo.gov/about](http://gpo.gov/about), 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 continually transformed itself throughout its history by adapting to changing technologies. In the ink-on-paper era, this meant moving from handset 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, 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 the newly introduced **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. This new high-efficiency press is allowing us to phase out three outdated presses installed in 1979.

In FY 2016 we installed a new perfect binding line to increase the speed and reduce the cost of binding operations. In FY 2017, we will issue 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. 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 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.

Today the activities associated with creating congressional information databases comprise the majority of the work funded by our 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 are also collaborating with the Library on the digitization of historic printed documents, such as the *Congressional Record*, to make them more broadly available to Congress and the public.

**GPO Cuts the Cost of Congressional Work** The use of electronic information technologies by GPO 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 \$268.3 million. By comparison, our approved funding for FY 2016 was \$79.7 million, a reduction of more than 70% in constant dollar terms.

Since 2010, we have achieved a 23% 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 the most effective measures for meeting the information product needs of the Senate and House of Representatives.

Appropriations for Congressional Publishing for FY 2014 – FY 2017 to date have been flat.

**Congressional Publishing Appropriation  
FY 1980-2016**

<u>Fiscal Year</u>	<u>Appropriation</u>	<u>In Constant Dollars</u>
1980	\$ 91.6 million	\$ 268.3 million
1985	94.0 million	210.9 million
1990	74.1 million	136.8 million
1995	84.7 million	134.1 million
2000	73.3 million	102.7 million
2005	88.1 million	108.9 million
2010	93.8 million	103.8 million
2016	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 2016, we had just 1,726 employees on board, representing a reduction of 4,724, or more than 73%, since 1980. Our workforce levels over the past two years remain the smallest of any time in the past century.

**GPO Employment  
FY 1980-2016**

<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

**Highlights of FY 2016 Congressional Work** A major project during the year was continued development of a new XML-based automated composition system to replace our aging proprietary Microcomp system, especially preparations to introduce a beta system for the composition of congressional bills coincident with the opening of the 115th Congress in January 2017. Known as the Composition System Replacement (CSR) project, work during the year included the development of code that prepares XML bills for printing, paragraph-level styles and page layouts, table functionality, and font development. 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.

Another major project involved preparations for the 2017 Presidential Inauguration, in support of the Joint Congressional Committee on Inaugural Ceremonies. The process takes approximately one year for GPO's employees to design and produce an estimated 40 different products including tickets, invitations, stationery, program packet kits, parking passes, maps, signs, and secure access credentials. We use advanced security design and printing techniques to produce thousands of tickets and secure access credentials for the Inauguration.

In support of the Legislative Branch Bulk Data Task Force, GPO, the Library of Congress, and the offices of the Clerk of the House and the Secretary of the Senate made bill status information for both House and Senate bills in XML format available through our Bulk Data repository (available on both FDsys and [govinfo](#)) early in 2016. The announcement of this new information availability drew praise from various legislative openness and transparency advocates (see, for example, [congressionaldata.org/congress-poised-for-leap-to-open-up-legislative-data/](#); and [fiercegovernmentit.com/story/bill-statuses-xml-coming-early-2016-says-congress/2015-12-17](#)).

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 worked with the House of Representatives Committee on Rules, the House Parliamentarian, and the Clerk of the House to make *Jefferson's Manual and the Rules of the House of Representatives* available in XML format using the United States Legislative Markup (USLM) schema. 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. These files were released on our GitHub account for comment and subsequently released on FDsys and **govinfo**. Containing the Constitution, applicable provisions of Thomas Jefferson's original Manual, the rules of the House, provisions of law and resolutions having the force of rules of the House, and pertinent decisions of the Speakers and other presiding officers of the House and Committee of the Whole interpreting the rules and other procedural authority used in the House, *Jefferson's Manual and the Rules of the House of Representatives* is the first USLM document to be made available on our GitHub account and FDsys/**govinfo** sites.

Under the direction of the Joint Committee on Printing, we produced the official *Congressional Directory* for the 114th Congress in both digital and print formats during 2016. More than just a guide to Members, committees, and officials of the 114th Congress, the *Congressional Directory* is published in accordance with statute and is the only document issued by Congress that shows the overall organization of the two chambers and their committees, offices, and support organizations. The *Directory* includes historical statistics, information on the Capitol buildings and grounds, and a guide to the other agencies of the legislative branch. In addition, the *Directory* provides information on the departments and agencies of the executive branch, the U.S. courts, international organizations, foreign diplomatic offices in the United States, and members of the congressional press, radio, and television galleries.

In December 2016, we made *United States Policy and Supporting Positions*, popularly known as the Plum Book, available in print, online, and as an app. The 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. First introduced in 2012, GPO's Plum Book app 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. It is used to identify Presidentially-appointed and other positions within the Federal Government. The list originated in 1952 at the beginning of the Eisenhower administration. The next edition did not appear until 1960 and has since been published every four years, just after the Presidential election. The past several issues have been printed with a plum-colored cover.

In September, we partnered with the Library of Congress to release the digital version of the permanent edition, or bound version, of the *Congressional Record* from 1991-1998 on FDsys and **govinfo**. That release covered the debates and proceedings of the 102nd thru 105th Congresses, including such highlights as the Persian Gulf War, Bill Clinton's Presidency, the enactment of the North American Free Trade Agreement (NAFTA) and the Family and Medical Leave Act, and the congressional agenda set by Republicans on gaining control of both the House and Senate for the first time since 1954.

In November, we released digital files for historic issues of the *Record* from 1981-1990. That release covered debates and proceedings of the 98th thru the 101st Congresses, including such highlights as Ronald Reagan's Presidency and the first two years of George H.W. Bush's Presidency, the Strategic Defense Initiative, the Space Shuttle program, the Iran-Contra Affair, the end of the Berlin Wall and the Cold War, and the passage of the Americans with Disabilities Act. GPO and the Library of Congress will continue to collaborate on this important project whose goal is to release digital versions of the bound *Congressional Record* back to the first issue published by GPO on March 5, 1873. The digital release of issues of the *Record* for the 1970s is targeted for March 2017.

Late in the year, we installed the first of two new adhesive binding lines, which will be used to bind printed copies of the *Congressional Record* and congressional hearings along with other non-congressional products such as the *Federal Register* and the *Code of Federal Regulations*. The new high efficiency Muller Martini "Bolero" equipment will replace three binding lines installed more than 30 years ago, reducing costs, increasing productivity, and freeing up plant production space for other uses. The second line will be installed by the spring of 2017. 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, with specifications targeted for readiness by the summer of 2017.

## **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 2016 Agency Operations** Since 2012, we have made the annual *Budget of the U.S. Government* available as a mobile app. The FY 2017 *Budget* app, released in January 2016, 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. The app provides links to FDsys and **govinfo** where summary tables and additional books of the *Budget*, including the Analytical Perspectives, Appendix, and Historical Tables, are available. The complete, authentic online version of the *Budget* is also regularly made available through a direct link on FDsys and **govinfo**.

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, will be digitized. The project is expected to be completed in 2017. Currently, digital versions dating from 1994 to the present are 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 also continued to work with NARA to prepare for the OFR to move into approximately 17,000 square feet of space on the seventh floor of GPO's Building A. Co-location of the OFR with GPO will reduce costs and streamline the publishing process for OFR publications. This project is targeted for completion in 2017. We are also partnering with NARA to provide space for the construction of facilities within our buildings that will house NARA's congressional documents archive.

In May, we awarded FedEx Office the re-competed contract for the GPO*Express* program. GPO*Express* is one of the many procurement programs we offer to Federal agencies to help with their printing and digital needs. It has handled more than 145,000 orders since the partnership with FedEx Office began a decade ago. The program provides Federal agencies with discounted services to meet their small and short turnaround printing and binding needs. By enrolling in the program, Federal agency employees receive a GPO*Express* card that allows them to take advantage of pre-negotiated prices that are substantially below FedEx Office retail rates.

GPO*Express* currently has more than 3,000 Federal Government employees enrolled, including employees at the Department of Defense, the Department of Transportation, the Department of Interior, the National Aeronautics and Space Administration, and the Department of Homeland Security. The program utilizes the FedEx Office network of more than 1,800 locations nationwide to provide Federal agencies with convenient, low-cost professional services, including printing, binding, and finishing; banner and sign production; and direct mail services. The new contract provides cardholders with improved online print ordering and document management tools including a no-cost online catalog where documents can be accessed and printed on demand by authorized users.

In October 2016, staff in our Creative Services unit won six 2016 American Graphic Design Awards from *Graphic Design USA* magazine. The 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 for the Department of Veterans Affairs, the U.S. Commission on International Religious Freedom, the National Defense University, the Naval History and Heritage Command, and the National Park Service.

Among the significant products produced by GPO for Federal agencies in 2016 were the design and layout of the full range of materials for the 2017 Presidential Inauguration; production of a broad range of Consumer Information Notices in support of the Affordable Healthcare Act for the Department of Health and Human Services; design of a new website for the U.S. Senate; and production of the Department of State's annual *Trafficking in Persons* report. We also performed ongoing tests for the products and methodology that will be used to conduct the 2020 Decennial Census.

During the year, we became the preferred source for the Department of Veterans Affairs in supplying a managed solution for printing and duplicating devices nationwide, generating significant savings for the Department. Additionally, we procured nearly 1.6 million copies of the *2016 Emergency Response Guidebook* in English, Spanish, and French for the Department of Transportation (DOT). The book is used by first responders during the initial phase of a Dangerous Goods/Hazardous Materials Transportation Incident. It was produced for use jointly by DOT, Transport Canada, and the Secretariat of Communications and Transportation in Mexico.

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. We conducted

our bi-annual Federal Customer Survey in 2016 to measure the level of user satisfaction with our products and services. Scores continue to indicate high marks in the key areas of overall satisfaction, professionalism, technical expertise, and perceived cost-effectiveness of GPO products and services. As an element of our customer-centric approach, we utilize the survey results to identify opportunities to continually improve the level of service provided to GPO customers. In October 2016, we held a full-day “GPO: Discover More” open house featuring exhibits as well as live and online educational webinars designed to highlight the full range of our Federal publishing solutions available to agency representatives nationwide.

**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 2016, this work was valued at approximately \$360 million, an increase of 6.5% over the previous year. More than 9,000 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 (<http://www.gao.gov/assets/660/655936.pdf>). Additional savings for taxpayers could occur if the work these plants are producing is transferred instead to GPO’s partnership with the private sector printing and information product industry.

**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 a secure remote facility in Mississippi — is now the most secure identification credential obtainable. In 2016, GPO produced 20,199,550 passports, an increase of 32.9% from the year before. Over the past decade GPO has produced more than 140 million passports for DOS. Throughout 2016, we continued with facility changes and equipment installation and testing in support of the planned next generation passport.

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 12.9 million secure credential cards across 10 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.

Early in the fiscal year, a milestone was achieved in the production of secure border credentials for DHS. GPO employees have produced more than 5 million TTP cards for the Department’s

U.S. Customs and Border Protection (CBP). The TTP provides expedited entry process for pre-approved, low-risk travelers upon arrival in the United States under the Western Hemisphere Travel Initiative. Since their introduction in 2008, GPO and CBP have successfully manufactured these secure credentials for members of the various TTP programs without a single compromise in security nor a fruitful counterfeit attempt. “CBP-TTP chose the GPO to manufacture their TTP program cards due to the GPO’s experience and secure supply chain,” said Deputy Assistant Commissioner John P. Wagner, Office of Field Operations, CBP. “The GPO is an in-house government cataloging, producing, and publishing agency, which means that their manufacturing processes are more secure and less susceptible to counterfeiting since no sensitive information is ever exchanged with a third party vendor, as previous official identification documents have been.”

In another development, at the request of the House Committee on Oversight and Government Reform, in October 2015 GPO Director Davita Vance-Cooks appeared to discuss how we have been providing Federal agencies with a secure manufacturing source for the production of secure credentials.

In her remarks, Vance-Cooks emphasized how GPO has produced the U.S. passport since the 1920’s, giving us extensive experience in the important field of secure credentials. Based on that experience, in 2007 the Joint Committee on Printing (JCP) approved our request to establish a capability to produce secure credentials, such as border crossing cards, for Federal agencies that were asking us for these solutions. In 2012, the JCP approved our request to establish a continuity-of-operations capability for secure credential production at our remote passport production facility. Director Vance-Cooks further noted that the work GPO does in this field is well-known among the Federal agencies that need these products, and has been thoroughly validated by the Government Accountability Office in a 2015 report to Congress <http://www.gao.gov/products/GAO-15-326R> and the National Academy of Public Administration’s 2013 report on GPO. Her testimony is available at <https://oversight.house.gov/hearing/secure-credentials-issued-by-the-government-publishing-office/>.

## **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 1,148 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. Once limited to the distribution of printed and microfiche products, the FDLP today is primarily digital, supported by FDsys and **govinfo** along with other digital resources. This overwhelming reliance on digital content allowed for the first digital-only Federal depository library designation in 2014. In FY 2016, one new Federal depository library was designated as digital-only, while three existing depository libraries converted to all-digital status.

Late in the year, GPO designated Alaska's Tuzzy Consortium Library as a new all-digital member of the FDLP. Tuzzy, which serves as the library for the town of Utqiagvik (formerly Barrow), AK, and the tribal institution of Iliisagvik College, became the northernmost library in the FDLP. Utqiagvik is the northernmost point of the United States. The library today provides the local Inupiat community with no-cost, digital-only access to Federal information.

During the year, the FDLP launched an updated and redesigned version of Ben's Guide to the U.S. Government (<https://bensguide.gpo.gov/>). This website, named after Benjamin Franklin, contains educational content on the workings of the U.S. Government and U.S. history for kids K-12. The updated site features new and enhanced content, a mobile device-friendly infrastructure, and a modernized look and feel that has been optimized for an intuitive learning experience. The FDLP partnered with the American Association of School Librarians (AASL), a division of the American Library Association (ALA), to ensure educational content in Ben's Guide is easy to comprehend and age appropriate. Subsequently, Ben's Guide was selected as one of the American Library Association's "Great Websites for Kids."

To support continued public access to key print documents in depository library collections nationwide, GPO established a Preservation Steward program in 2016. Preservation Stewards are part of a GPO initiative called the Federal Information Preservation Network (FIPNET). The purpose of FIPNET is to expand public access to Government information in depository library collections through collaboration with non-depository library institutions and resources that also possess collections of Federal documents and publications. This effort ultimately will result in a National Collection of U.S. Government Information for the use of future generations, and will transform GPO's Catalog of U.S. Government Publications into an index of that comprehensive body of Federal information. GPO welcomes all Federal depository libraries that wish to participate as Preservation Stewards.

During the year, the Norlin Library of the University of Colorado at Boulder signed a Memorandum of Agreement with GPO to become the first Preservation Steward library. Under the agreement, the Norlin Library pledges to permanently preserve its print collections of congressional hearings, the U.S. Congressional Serial Set, and the bound edition of the Congressional Record in the digital era. Late in the year, the University of Kentucky Libraries signed a Memorandum of Agreement to become the second Preservation Steward library. Under this agreement, the libraries pledge to permanently preserve print collections of Works Progress/Work Projects Administration and Appalachian Regional Commission. The WPA collection contains more than 3,000 documents from the Great Depression relief program designed to provide work for Americans.

Following GPO's move of its email to the cloud in FY 2015, in 2016 we transitioned our Integrated Library System (ILS) public websites to the cloud using Amazon Cloud Services. This move supports the Federal Cloud First policy that encourages agencies to take advantage of cloud computing opportunities. The cloud improves performance of these sites during peak traffic times, giving the user faster search results and content downloads. The sites that were moved to the cloud include the Catalog of U.S. Government Publications (CGP) <http://catalog.gpo.gov>; the Federal Depository Library Directory <http://catalog.gpo.gov/fdlpdir/FDLPdir.jsp>; and MetaLib <http://metalib.gpo.gov/>.

Early in the fiscal year, GPO became the first Federal agency member of the Technical Report Archive and Image Library (TRAIL, at [crl.edu/grn/trail/about-trail](http://crl.edu/grn/trail/about-trail)). TRAIL identifies, acquires, catalogs, digitizes, and provides unrestricted access to U.S. Government agency technical reports. TRAIL currently consists of over three dozen member institutions, many of which are Federal depository libraries. GPO and TRAIL have a shared goal of advancing free public access to U.S. Government information and will now work together to ensure the discoverability, ensuring permanent public access to, and the preservation of Government technical reports. As a member of TRAIL, GPO will offer expertise and guidance in cataloging and other areas.

**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 2016, FDsys grew to make more than 1.6 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 nearly 40 million retrievals per month.

We have continually added collections to FDsys to provide increased public access to Government information. In 2016, new collections added included the historic documents of the Panama Canal Commission and its predecessor agencies, as well as the digitized issues of the permanent edition of the *Congressional Record* for the 1980s and the 1990s. Further historic issues of the *Congressional Record* as well as the *Federal Register* will be added in 2017.

**Govinfo** In early 2016, we unveiled the next generation of our public access system with the introduction of **govinfo**. Though 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 digital platforms. Following a period of testing and iteratively developing the system's features, **govinfo** will become GPO's primary public access system—the third such system since we inaugurated online access in 1994—and FDsys will be retired from service.

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). 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

**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](http://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 the *Public Papers of the President-Barack Obama, Unsettled: A Story of U.S. Immigration, and Workout to Go* 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 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. 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 3.1 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, which observed its 45th year of service in 2016, we are now providing printing, distribution, bulk storage, and call center services for the Nevada National Guard.

**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 2016, we had 7,530 likes on Facebook, 7,053 followers on Twitter, and 189,253 views across 75 videos on YouTube. On Pinterest, we had 749 followers pinning on 17 boards of Federal Government information. We also had 569 followers with 930 posts on Instagram and 3,069 followers on LinkedIn. Our blog, *Government Book Talk*, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions.

In 2016 GPO kicked off its gpo.gov 2.0 project, which entails a major redesign of the agency's public-facing website that will improve digital interaction with our customers and the public. The new site will utilize modern user-centric design and navigation to more effectively communicate GPO's brand identity and service offerings. It will also be 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. A public beta of the site is planned for release in 2017.

## 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 2016, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 20th consecutive year GPO has earned such an audit result.

**FY 2016 Financial Results** Revenue totaled \$875.3 million while expenses charged against GPO's budget were \$804.1 million, for an overall net income of \$71.2 million from operations. Included in both GPO's revenue and net income is approximately \$24.7 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of State, and \$0.4 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 2016 was \$46.1 million.

Funds appropriated directly by Congress provided nearly \$118.8 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 14% 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 2016, the cost of this work totaled \$325.9 million, or about 41% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$206.7 million, or about 26% of all expenses.

## FY 2018 Appropriations Request

We are requesting a total of \$117,068,000 for FY 2018. This is the same level of funding approved for FY 2016 and a slight increase above the currently approved level for FY 2017 in continuing resolution P.L. 114-254. Total GPO appropriations have declined by nearly 21% since FY 2010. Our 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 2010-2017

<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	116,845,454

Our FY 2018 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 essential cybersecurity measures, and perform facilities maintenance and repairs that support our congressional publishing and public information programs operations.

**Congressional Publishing Appropriation** We are requesting \$79,528,000 for this account, which is below the level included in the current CR as well as the levels approved for every fiscal year since 2014. This appropriation has declined by nearly 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 for the purposes of this account have also been used to maintain our requirements for new funding at a flat level since FY 2014.

**Congressional Publishing Appropriation**  
**FY 2010-2017**

<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	79,584,422

Our request for this appropriation is an estimate of the amount of work Congress is likely to requisition from GPO for FY 2018, based on historical data. 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 budget presentation for this account.

The estimated requirements for FY 2018 include no price level change. We anticipate an overall reduction of \$56,000 from current year requirements based on projected volume decreases in virtually every congressional product category except for business and committee calendars, the *Congressional Record*, and hearings.

Commensurate with the beginning of the 115th Congress we are implementing, in cooperation with the offices of the Clerk of the House and the Secretary of the Senate, a new composition system that will enable GPO to compose congressional bills in XML. The estimated savings from this new system has not yet been fully determined but it is expected to reduce costs while expediting the production process for these documents. The new composition system will be expanded to additional congressional products in the future. Additionally, we are developing a new composition capability for House hearings following a plan designed by the Committee on House Administration, which is also expected to reduce costs and improve efficiency.

As shown on page D-3 of our budget justification, the unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund are used to offset anticipated congressional product requirements. The balance of these funds are earmarked for the development of our new composition system and other projects that may be required of us, including those supporting the objectives of the Legislative Branch Bulk Data Working Group.

**Public Information Programs of the Superintendent of Documents** We are requesting \$29,000,000 for this account, representing a decrease of \$1,442,000 or 4.7% from the amount included in the current CR. This appropriation has declined by more than 25% 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.

**Public Information Programs of the  
Superintendent of Documents Appropriation  
FY 2010-2017**

<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 CR	30,422,020

The funding we are requesting for FY 2018 will cover mandatory pay and related cost increases for 89 FTE's, the same level as for FY 2017. Requirements for new funding have also been reduced by a decrease in printing costs due to digitization and the use of prior year funds as approved by the Appropriations Committees. These funds will be used to pay for projects including strengthening public access to online information by building the next generation of **FDLP.gov**, and to investigate, develop, and replace legacy methods for the selection and distribution of digital and tangible materials for Federal depository libraries.

**Business Operations Revolving Fund** We are requesting \$8,540,000 for this account, to remain available until expended, for information technology projects, including essential cybersecurity measures, and necessary facilities projects. This is an increase over the \$6,819,000 provided in the current CR. 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 FDsys (and its successor system, **govinfo**) which has expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats, as well as other essential IT projects. Our request this year includes essential expenses associated with enhancing the cybersecurity of GPO's IT systems, as we have communicated to the Legislative Branch Cybersecurity Working Group. We also fund necessary physical infrastructure projects through appropriations to this account.

**Appropriations to the Business Operations Revolving Fund  
FY 2010-2017**

<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 CR	6,819,012

## **Information Technology Projects – \$7,000,000**

### **Govinfo Projects - \$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 continue to grow.

### **Cybersecurity Projects – \$2,000,000**

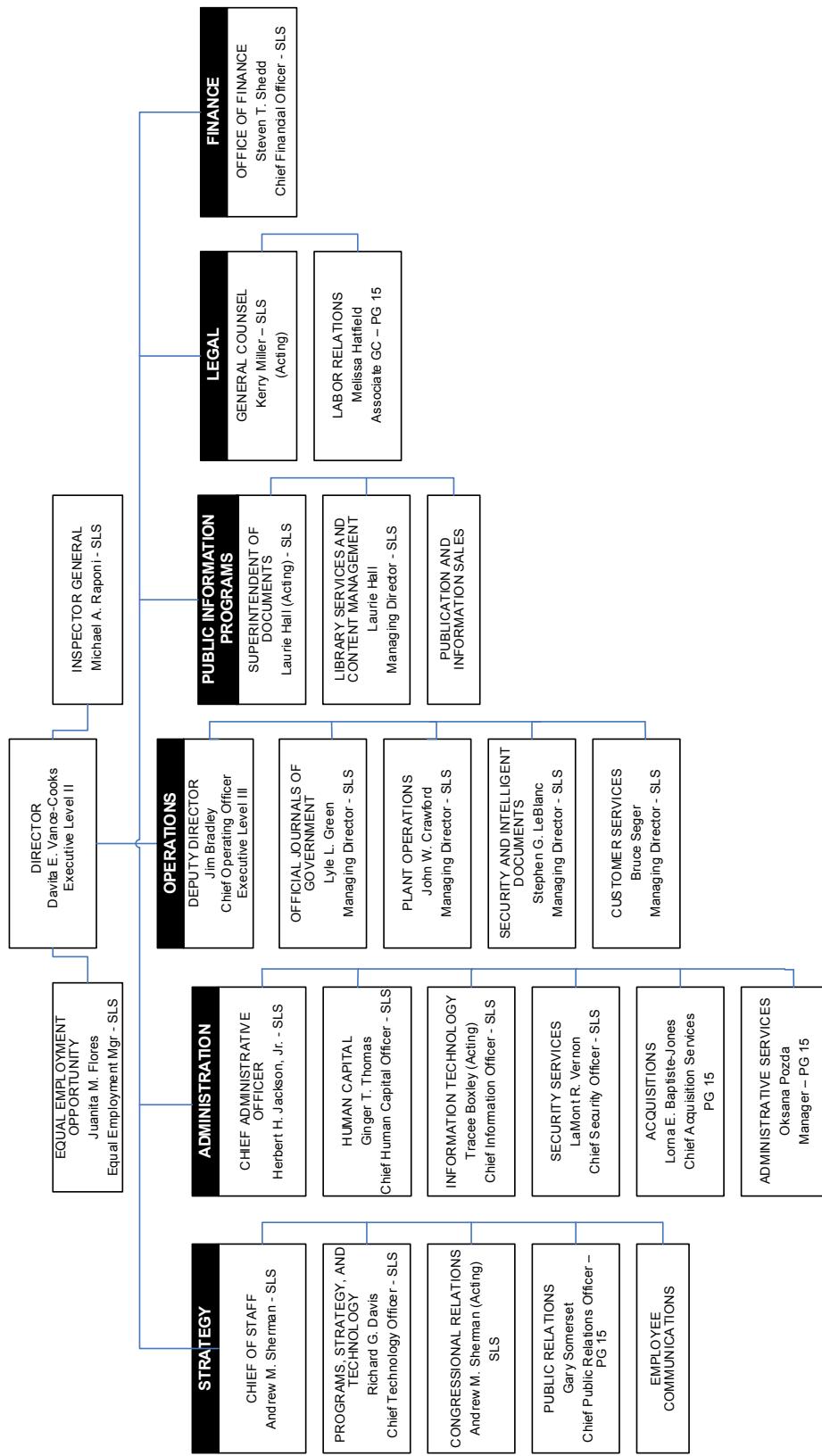
- **Security Enhancements for Advanced Persistent Threat (\$2,000,000)** – Required for enhanced technologies and services to combat, detect, and prevent advanced persistent threats (including sophisticated nation-state actors) from compromising GPO IT systems.

## **Facilities Projects – \$1,540,000**

- **Elevator Repairs (\$900,000)** – Elevators 3 and 4 at GPO's G Street entrance are aging and need frequent repairs. We intend to replace and upgrade these elevators with modern controls and security features. These elevators also support employee life/safety by providing a means for evacuation of medical emergencies.
- **Emergency Power Generator (\$500,000)** – This will replace GPO's existing diesel emergency generator with one using clean-burning natural gas. It will also increase the electrical load that can be supported in the event of an emergency, such as we experienced in 2015 with a power blackout by PEPCO.
- **LED Lighting (\$140,000)** – Infrastructure for the hardware, storage, and environments to manage system performance as **govinfo** content and usage continue to grow.

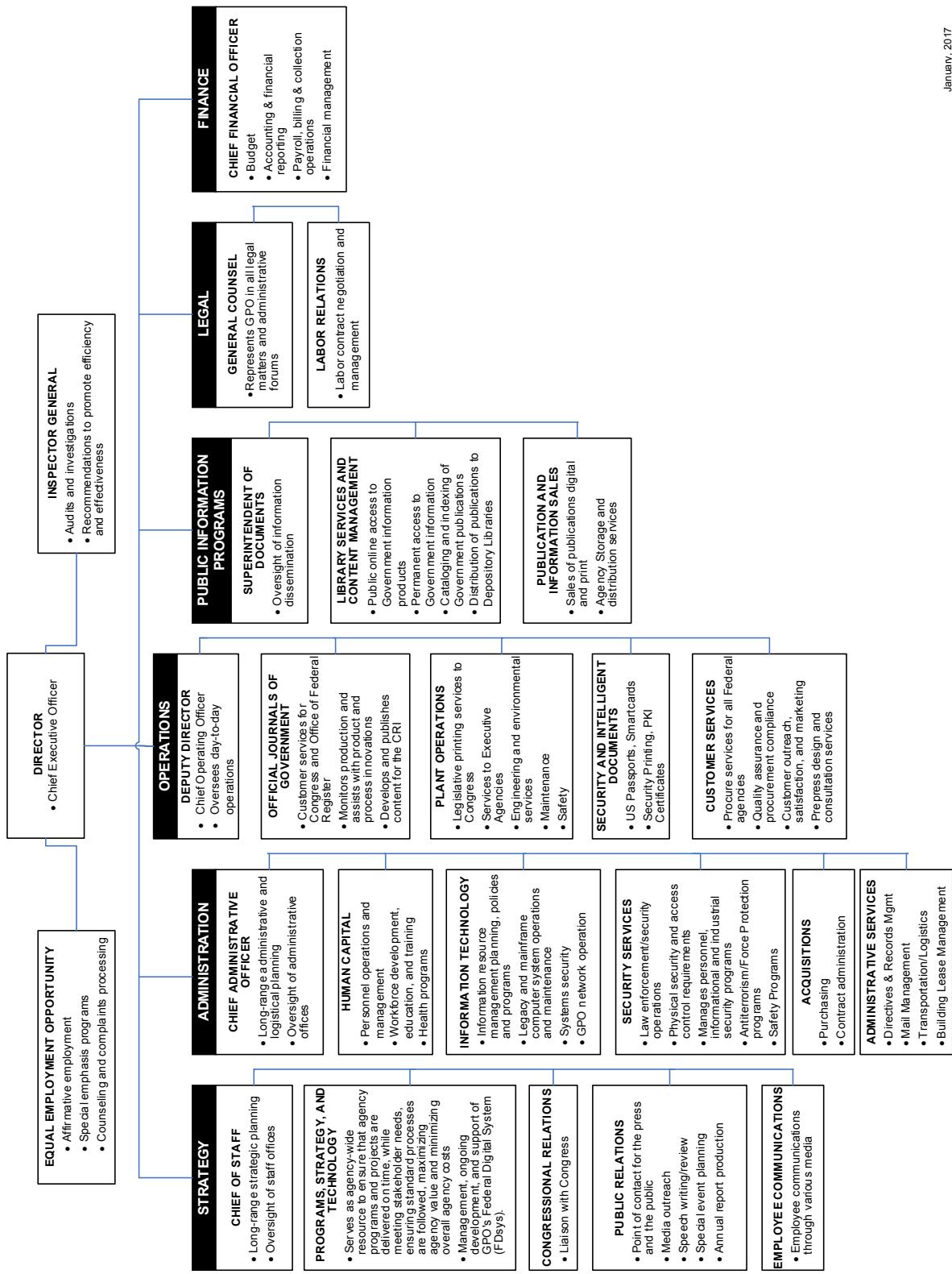
# GPO ORGANIZATION

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



# GPO FUNCTIONS BY ORGANIZATION

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



January, 2017

## GPO STAFFING INFORMATION

As of January, 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	10	5	0	0	0	17
Administrative Services	9	3	4	0	0	0	16
Customer Services	27	87	40	2	0	0	156
Equal Employment Opportunity	0	3	1	1	0	0	5
Executive Offices	0	1	2	2	2	0	7
General Counsel	1	2	8	1	0	0	12
Human Capital	7	11	19	1	0	1	39
Information Technology	0	17	66	1	0	0	84
Inspector General	0	3	11	1	0	0	15
Library Services & Content Management	2	41	29	1	0	10	83
Office of Communications	0	4	8	0	0	0	12
Office of Finance	12	41	46	2	0	2	103
Official Journals of Government	3	13	14	1	0	73	104
Plant Operations	20	54	53	2	0	610	739
Programs, Strategy and Technology	0	2	15	1	0	0	18
Publication & Information Sales	30	21	6	0	0	9	66
Security Services	39	10	9	1	0	0	59
Security and Intelligent Documents	7	1	32	1	0	141	182
<b>Grand Total</b>	<b>159</b>	<b>324</b>	<b>368</b>	<b>18</b>	<b>2</b>	<b>846</b>	<b>1,717</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 1,717 employees, as of January 2017.

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 2016 <u>Actual</u>	FY 2017 <u>CR</u>	FY 2018 <u>Request</u>	FY 2017/2018 <u>Net Change</u>
Congressional Publishing	\$ 79,736	\$ 79,584	\$ 79,528	\$ (56)
Superintendent of Documents Public Information Programs				
By Law Distribution	305	304	290	(14)
Cataloging and Indexing	7,625	7,611	7,250	(361)
Federal Depository Library	21,960	21,918	20,880	(1,038)
International Exchange	610	609	580	(29)
Total Appropriation	<u>30,500</u>	<u>30,442</u>	<u>29,000</u>	<u>(1,442)</u>
Business Operations Revolving Fund	<u>6,832</u>	<u>6,819</u>	<u>8,540</u>	<u>1,721</u>
Total Appropriations	<u>\$ 117,068</u>	<u>\$ 116,845</u>	<u>\$ 117,068</u>	<u>\$ 223</u>

Note: A full-year 2017 appropriation was not enacted at the time these budget accounts were prepared; therefore, these accounts were operating under a continuing resolution (P.L. 114-254).

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

<u>Appropriation Title</u>	FY 2016 <u>Actual</u>	FY 2017 <u>CR</u>	FY 2018 <u>Request</u>
Congressional Publishing	-	-	-
Superintendent of Documents			
Public Information Programs			
By Law Distribution	1	1	1
Cataloging and Indexing	21	24	24
Federal Depository Library	54	62	62
International Exchange	2	2	2
Total Appropriation	<u>78</u>	<u>89</u>	<u>89</u>
Business Operations Revolving Fund	<u>1,594</u>	<u>1,684</u>	<u>1,684</u>
Total Agency	<u><u>1,672</u></u>	<u><u>1,773</u></u>	<u><u>1,773</u></u>

**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL PUBLISHING**  
Including Transfer of Funds  
Fiscal Year 2018

**Proposed Appropriations Language:**

For authorized publishing of congressional information and the distribution of congressional information in any format; [expenses necessary for preparing the semi-monthly and session index to the Congressional Record, as authorized by law (section 902 of title 44, United States Code);] 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, [\$79,736,000] **\$79,528,000**: *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, subject to the approval of the Committees on Appropriations of the House of Representatives and Senate: *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. (*Legislative Branch Appropriations Act, 2016*) Note. — *A full-year 2017 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 114-254)*.

**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 2018 is \$79,528,000. A total of \$81,075,000 is required to cover congressional publishing requirements for FY 2018, but transfers of unexpended prior year appropriations to the Government Publishing Office Business Operations Revolving Fund of \$1,547,000 will be utilized to offset part of the requirement. For FY 2017, a total of \$81,130,000 is estimated to be required to cover congressional publishing requirements, but transfers of unexpended prior year appropriations totaling \$1,545,578 are available, in addition to the appropriation of \$79,584,422. The transfer of the unexpended balance of the FY 2012 Congressional Publishing Appropriation to the Business Operations Revolving Fund may be requested in FY 2018, 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 2,138 copies are printed daily. About 1,666 copies are charged to the Congressional Publishing Appropriation,

including about 611 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](#). 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 20,900 pages will be required in FY 2018 and the cost will be approximately \$21,957,000.

**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 \$2,818,000 will be required in FY 2018 for approximately 22,600 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 2018 is \$19,090,000 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 2018 is \$4,419,000 for 73,500 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 \$525,000 will be needed in FY 2018 for approximately 3.7 million envelopes, at a cost of \$488,000, and .3 million document franks, at a cost of \$37,000.

**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 \$3,738,000 will be required in FY 2018 for approximately 29,600 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 2018 is \$5,977,000 for approximately 118,900 pages.

**H. Committee Reports.** This item covers published reports of congressional committees on pending legislation that carry a congressional number. An estimated \$2,360,000 will be needed for about 25,300 pages in FY 2018.

**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 2018 is \$1,146,000 for about 12,300 pages.

**J. Hearings.** This item covers all hearings before House and Senate committees. The estimate for FY 2018 is \$17,879,000 for approximately 246,200 pages.

**K. Committee Prints.** This item includes publications for the internal use of committees on pending legislation. The estimate for FY 2018 is \$1,166,000 for 28,100 pages.

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

Category	2016	2017	2018	
	Actual <sup>1</sup>	CR	Estimate	Change
<b>A. Congressional Record Publications:</b>				
Daily Record:				
Content Development <sup>2</sup> .....	\$ 12,677	\$ 11,680	\$ 12,267	\$ 587
Printing.....	6,245	5,753	6,042	289
Subtotal.....	18,922	17,433	18,309	876
Record Index.....	1,852	1,895	2,021	126
Record Indexers.....	1,636	1,627	1,627	0
Subtotal.....	22,410	20,955	21,957	1,002
B. Miscellaneous Publications.....	3,740	2,830	2,818	(12)
C. Miscellaneous Publishing and Services.....	19,430	20,685	19,090	(1,595)
D. Details to Congress.....	4,413	4,419	4,419	0
E. Document Envelopes and Franks.....	538	538	525	(13)
F. Business and Committee Calendars.....	3,991	2,475	3,738	1,263
G. Bills, Resolutions, and Amendments.....	5,901	6,298	5,977	(321)
H. Committee Reports.....	2,678	2,892	2,360	(532)
I. Documents.....	1,146	1,295	1,146	(149)
J. Hearings.....	18,017	17,465	17,879	414
K. Committee Prints.....	1,000	1,278	1,166	(112)
Total Obligations.....	83,264	81,130	81,075	(55)
Surplus/(Shortfall).....	(3,528)	(1,546)	(1,547)	(1)
Appropriation..... \$	<u><u>79,736</u></u> \$	<u><u>79,584</u></u> \$	<u><u>79,528</u></u> \$	<u><u>(56)</u></u>

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 2016, FY 2017, and FY 2018. 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 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 2017 to FY 2018

Base, 2017  
**I. Adjustments To Base**

**A. Price Level Changes**

- 1. Daily Congressional Record:
  - 1a. Content Development
  - 1b. Printing
  - Subtotal
- 2. Congressional Record Index
- 3. Congressional Record Indexers
- 4. Miscellaneous Publications
- 5. Miscellaneous Publishing and Services
- 6. Details to Congress
- 7. Document Envelopes and Franks
- 8. Business and Committee Calendars
- 9. Bills, Resolutions, and Amendments
- 10. Committee Reports
- 11. Documents
- 12. Hearings
- 13. Committee Prints

FTE	AMOUNT (000)
-	\$79,584
<b>2018 REQUEST</b>	
-	0

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL PUBLISHING APPROPRIATION**  
 Analysis Of Change FY 2017 to FY 2018

CALCULATION OF BASE		
	FTE	AMOUNT (000)
B. Program Type Changes	-	(\$56)
1. Activity	-	(55)
a. Daily Congressional Record:		
1. Content Development	-	587
2. Printing	-	<u>289</u>
Subtotal	-	876
3. Congressional Record Index	-	126
b. Miscellaneous Publications	-	(12)
c. Miscellaneous Publishing and Services	-	(1,595)
d. Document Envelopes and Franks	-	(13)
e. Business and Committee Calendars	-	1,263
f. Bills, Resolutions, and Amendments	-	(321)
g. Committee Reports	-	(532)
h. Documents	-	(149)
i. Hearings	-	414
j. Committee Prints	-	(112)
2. Estimated Change - in Surplus/(Shortfall)	-	(1)
II. Net Change	-	(56)
III. Appropriation 2018	-	\$79,528

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

	FTE	Amount (000)
<b>A. PRICE LEVEL CHANGES</b>		
There are no anticipated increases in publishing cost rates.	-	\$0
<b>B. PROGRAM TYPE CHANGES</b>		
<b>1. Activity (Volume)</b>	-	(55)
a. Congressional Record Publications:		
1. Daily Record This 5.0 percent increase is computed based on historical data.	-	876
2. Congressional Record Index This 6.7 percent increase is computed based on historical data.	-	126
b. Miscellaneous Publications This 0.4 percent decrease is computed based on historical data.	-	(12)
c. Miscellaneous Publishing and Services This 5.4 percent decrease is computed based on historical data.	-	(1,595)
d. Document Envelopes and Franks This 2.4 percent decrease is computed based on historical data.	-	(13)
e. Business and Committee Calendars This 51.0 percent increase is computed based on historical data.	-	1,263
f. Bills, Resolutions, and Amendments This 5.1 percent decrease is computed based on historical data.	-	(321)
g. Committee Reports This 18.4 percent decrease is computed based on historical data.	-	(532)
h. Documents This 11.5 percent decrease is computed based on historical data.	-	(149)
i. Hearings This 2.4 percent increase is computed based on historical data.	-	414
j. Committee Prints This 8.8 percent decrease is computed based on historical data.	-	(112)
<b>2. Estimated Change - in Surplus/(Shortfall)</b>	-	(\$1)

**GOVERNMENT PUBLISHING OFFICE  
CONGRESSIONAL PUBLISHING APPROPRIATION**

By Object Class  
(In thousands)

<b>OMB Object Class</b>	<b>2016 Actual</b>	<b>2017 CR</b>	<b>2018 Estimate</b>	<b>Change</b>
<b>24 Printing &amp; Reproduction</b>	\$79,736	\$79,584	\$79,528	(\$56)

**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>	\$0	(\$56)	(\$56)

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

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Category	Unit <sup>2</sup>	2016	2017	2018
A. Congressional Record Publishing:				
Daily Record:				
Content Development.....	Page.....	\$587	\$587	\$587
Printing.....	Page.....	289	289	289
Subtotal.....	Page.....	876	876	876
Record Index.....	Page.....	421	421	421
Record Indexers.....	Hours.....	87	87	87
B. Miscellaneous Publications.....	Page.....	125	125	125
C. Miscellaneous Publishing and Services .....	1,000 items.....	377	377	377
D. Details to Congress.....	Hours.....	60	60	60
E. Document Envelopes and Franks.....	1,000 items.....	131	131	131
F. Business and Committee Calendars.....	Page.....	126	126	126
G. Bills, Resolutions, and Amendments.....	Page.....	50	50	50
H. Committee Reports.....	Page.....	93	93	93
I. Documents.....	Page.....	93	93	93
J. Hearings.....	Page.....	73	73	73
K. Committee Prints.....	Page.....	42	42	42

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<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. Based on an average press run of 2,138 copies, the total production cost is 23.7 cents per copy page, including copies ordered by agencies, depository libraries, and for sale to the public. 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	2016 Total	Increase/(Decrease)		2017 Total	Increase/(Decrease) Percent	2018 Total
			Quantity	Percent			
<b>A. Congressional Record Publishing:</b>							
Daily Record:							
Content Development.....	Page.....	21,600	(1,700)	(7.9)	19,900	1,000	5.0
Printing.....	Page.....	21,600	(1,700)	(7.9)	19,900	1,000	5.0
Record Index.....	Page.....	4,400	100	2.3	4,500	300	6.7
Record Indexers.....	Hours.....	18,800	(100)	(0.5)	18,700	0	0.0
B. Miscellaneous Publications.....	Page.....	30,000	(7,300)	(24.3)	22,700	(100)	(0.4)
C. Miscellaneous Publishing and Services .....	1,000 items.....	51,500	2,000	3.9	53,500	(2,900)	(5.4)
D. Details to Congress.....	Hours.....	73,400	100	0.1	73,500	0	0.0
E. Document Envelopes and Franks.....	1,000 items.....	4,100	0	0.0	4,100	(100)	(2.4)
F. Calendars.....	Page.....	31,600	(12,000)	(38.0)	19,600	10,00	51.0
G. Bills, Resolutions, and Amendments.....	Page.....	117,400	7,900	6.7	125,300	(6,400)	(5.1)
H. Committee Reports.....	Page.....	28,700	2,300	8.0	31,000	(5,700)	(18.4)
I. Documents.....	Page.....	12,300	1,600	13.0	13,900	(1,600)	(11.5)
J. Hearings.....	Page.....	248,100	(7,600)	(3.1)	240,500	5,700	2.4
K. Committee Prints.....	Page.....	24,100	6,700	27.8	30,800	(2,700)	(8.8)

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

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY**  
During FY 2016

<b>House Committees</b>	<b>Daily Record</b>	<b>Cong. Rec.</b>	<b>Record Index</b>	<b>Misc. Pubs.</b>	<b>Misc. P&amp;S</b>	<b>Details Env.</b>	<b>Doc. Franks</b>	<b>Calendars</b>	<b>Bills</b>	<b>Reports</b>	<b>Documents</b>	<b>Hearings</b>	<b>Committee Prints</b>	<b>TOTALS</b>	
U.S. House of Representatives	10,163,571	1,124,744		42,210	1,566,370	122,662		927	2,136,088					15,156,571	
Clerk of the House	924			215,743	533,515	100,879		402	2,047,813	6	21,433	801		2,921,516	
House Members					522			518,426	25,100					544,047	
H. Agriculture						77,248								330,681	
H. Appropriations				936	390,280							6,082,382	558,941	7,033,099	
H. Armed Services					3,643	77,940						476,066	107,552	665,201	
H. Financial Services					2,595							366,000		368,595	
H. Education and the Workforce					2,982	62,092						328,989	577	394,841	
H. Foreign/Affairs				22,351								573,957		596,309	
H. Oversight & Government Reform					6,060	121,464						286,793	1,441	415,759	
H. House Administration				63,324								38,251		101,575	
H. Natural Resources				36,230	106,768							175,191	893	319,982	
H. Energy and Commerce				2,703	188,005							1,173,828		1,364,536	
H. Judiciary				2,709								452,015	35,046	489,770	
H. Transportation & Infrastructure				5,969	83,300							280,992	22,521	392,781	
H. Rules				44,333									92,342	136,676	
H. Science, Space & Technology				29,982								436,528	1,707	468,216	
H. Veterans' Affairs				5,793	73,224							331,180	407	410,605	
H. Ways and Means				360	12,527							338,610	68,894	420,391	
H. Small Business						64,158						142,298		206,456	
H. Commission on Security & Cooperation in Europe					43,065	127,175						106,518		276,758	
H. Ethics				85,482	14,634									100,116	
H. Office of the Chief Administrative Officer				63,056	142,574			419		1,540	47,709		5,032	260,330	
H. Commission on Congressional Mailing Standards						5,191								5,191	
H. Budget					1,352			303				5,180	27,332	34,167	
H. Legislative Counsel						368,741								368,741	
H. Homeland Security						92,540		3,106				118,625	13,918	372,557	
H. Permanent Select Committee on Intelligence						3,312							25	3,337	
H. US-China Economic and Security Review Commission				15,524	14,573							100,952		130,749	
H. Select Committee On Benghazi				7,193										44,744	
Total House	10,164,495	1,124,744	0	423,371	3,108,252	1,666,196	518,426	30,256	2,047,813	2,136,093	123,626	48,510	12,004,910	936,603	34,333,296

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY**  
During FY 2016

Senate Committees	Daily Cong. Rec.	Record Index	Misc. Pubs.	Misc. P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Committee Prints	TOTALS
U. S. Senate	6,476,195	812,029	44,177	699,371	1,277	1,618,848	2,325,031	81,807	1,387			6,608	12,066,729	
Secretary of the Senate			158,976	1,996,004	436,174	8,997						61	4,283	2,604,495
Senate Members			8,862	2,167,746										2,176,608
S. Sec - Sergeant at Arms		712,851												712,851
S. Agriculture, Nutrition & Forestry		954	123,080											276,155
S. Appropriations		40	22,657	330,138										367,510
S. Armed Services		11,197	108,013											100,093
S. Banking, Housing & Urban Affairs		1,301	180,631											6,560
S. Commerce, Science & Transportation		240	3,787	198,017										225,362
S. Finance			1,146	180,063										336,405
S. Foreign Relations					15,176									9,332
S. Homeland Security & Governmental Affairs			8,926	92,300										527,569
S. Energy and Natural Resources		10,125	45,200											593,827
S. Judiciary			29,699	99,518										214,380
S. Health, Education, Labor & Pensions			5,566	86,805										51,058
S. Environment & Public Works			3,166	180,279		7,213								467,482
S. Rules & Administration		23,822	36,838											7,762
S. Democratic Policy			1,696											356,381
S. Republican Policy			2,032											167,410
S. Small Business & Entrepreneurship			3,515											16,371
S. Special Committee on Aging			7,149											625,523
S. Select Committee on Ethics			4,435			78								1,530
S. Veterans' Affairs			2,557	86,779										316,266
S. Legislative Counsel			41,564	307,762		138								295,849
S. Sergeant at Arms		123,358	131,328			708								148,283
S. Budget			2,215	82,296										149,979
S. Legal Counsel				1,180										2,032
S. Select Committee on Intelligence			7,687											7,730
S. Indian Affairs				105,484										226,263
Total Senate	6,476,195	812,029	0	359,505	5,924,937	2,757,383	0	11,198	1,641,237	2,325,473	89,638	1,412	5,134,053	322,919
														25,855,978

**GOVERNMENT PUBLISHING OFFICE**  
**CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY**  
During FY 2016

Joint Committees	Daily Cong. Rec.	Record Index	Record Indexers	Misc. Pubs.	Misc. P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Committee Prints	Committee S
Joint Economic Committee				576	4,251								65,450		70,277
Joint Committee on Taxation				240	6,749									101,804	109,574
Joint Committee on Inaugural Ceremonies					55,271										55,271
Total Joint Committees	0	0	0	816	96,271	0	0	781	0	0	0	0	0	65,450	101,804
<b>Miscellaneous</b>															235,122
Bylaw	1,021,118	66,569	1,746,477	2,129,765	7,207,813	119,508			22,806	1,487,023	2,716,390	1,643,687		11,588	18,172,745
Architect of the Capitol					7,291										7,291
Cong-Exec Commission on China					508	25,522								43,019	18,656
Senate Caucus On International Narcotics Control					310										310
Total Miscellaneous	1,021,118	66,569	1,746,477	2,129,765	7,215,922	145,030	0	0	22,806	1,487,023	2,716,390	1,643,687	43,019	30,244	18,268,051
<b>TOTALS</b>	<b>17,661,808</b>	<b>2,003,342</b>	<b>1,746,477</b>	<b>2,913,458</b>	<b>16,315,382</b>	<b>4,565,609</b>	<b>518,426</b>	<b>42,235</b>	<b>3,711,856</b>	<b>5,948,590</b>	<b>2,929,654</b>	<b>1,693,609</b>	<b>17,247,432</b>	<b>1,391,570</b>	<b>78,692,447</b>

## DETAILS TO CONGRESS AS OF SEPTEMBER 30, 2015 AND 2016

	2015	2016
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### SENATE COMMITTEES

Agriculture, Nutrition & Forestry.....	1	1
Appropriations.....	3	3
Armed Services.....	1	1
Banking, Housing & Urban Affairs.....	2	2
Budget.....	1	0
Commerce, Science & Transportation.....	1	1
Energy and Natural Resources.....	0	1
Environment & Public Works.....	2	2
Finance.....	2	2
Foreign Relations.....	2	2
Health, Education, Labor & Pensions.....	1	1
Homeland Security & Governmental Affairs.....	1	1
Indian Affairs.....	1	1
Judiciary.....	1	1
Veterans' Affairs .....	1	1
Total Senate Committees.....	<u>20</u>	<u>20</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 & Government Reform.....	1	1
Small Business.....	1	1
Transportation & Infrastructure.....	1	1
Veterans' Affairs.....	1	1
Total House Committees.....	<u>11</u>	<u>11</u>

### MISCELLANEOUS

Commission on Security & Cooperation in Europe.....	1	1
Congressional Service Center (CRS).....	1	1
House Enrolling Clerk.....	1	1
House Law Revision Counsel.....	0	1
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
Total Miscellaneous.....	<u>15</u>	<u>16</u>

### SUMMARY

Senate Committees.....	20	20
House Committees.....	11	11
Miscellaneous.....	<u>15</u>	<u>16</u>
	<u>46</u>	<u>47</u>

**GOVERNMENT PUBLISHING OFFICE**  
**PUBLIC INFORMATION PROGRAMS OF THE SUPERINTENDENT OF DOCUMENTS**  
**SALARIES AND EXPENSES**  
Including Transfer of Funds  
Fiscal Year 2018

**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, [\$30,500,000] \$29,000,000: *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 [2014 and 2015] 2016 and 2017 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, subject to the approval of the Committees on Appropriations of the House of Representatives and Senate. (*Legislative Branch Appropriation Act, 2016*) Note. — *A full-year 2017 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (PL. 114-254)*

**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 \$29,000,000 is requested for this appropriation for FY 2018. The request for FY 2018 includes funding for 89 full-time equivalents (FTE's). The request reflects a decrease of \$1,422,000 from FY 2017. The decrease is the result of program activities being funded through the use of transfer funds from prior year appropriations. The agency received approval in FY 2016 to transfer \$760,000 from prior year appropriations for various program activities. The use of these funds has enabled the agency to absorb personnel and operational cost increases for FY 2018 while continuing to perform vital services. In FY 2017, the agency expects to request \$3,500,000 in expiring funds. Two million of these funds will be used to strengthen public access to online information by building the next generation of FDLP.gov (**fdlp.gov**) and Ben's Guide to the U.S. Government (**bensguide.gpo.gov**). The remaining amount will be used to investigate, develop and replace legacy methods for the selection and distribution of tangible and electronic materials for libraries in the FDLP.

**By Law Distribution Program**

For FY 2018 the requested amount is \$290,000 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 Department of State.

### **Cataloging and Indexing Program**

For FY 2018, the requested amount is \$7,250,000 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) (<http://catalog.gpo.gov>) that has over 824,000 records identifying and providing access to tangible and digital Federal Government publications. In FY 2016, there were 37,461,439 successful searches of the CGP, and 17,736 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 2018, work will continue to modernize the software platform for the CGP and provide new methods to increase access to U.S. Government information using approved prior year funds.

A major undertaking of the program is the National Bibliographic Records Inventory Initiative (NBRII). This 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 2016, LSCM continued to work on multiple NBRII tasks including the transcription of the historic shelf list with over 45% of the work complete. Working with four cooperative cataloging library partners, over 2,860 titles were identified and cataloged. Additionally, a new multi-year project was initiated in FY 2016 to catalog historic hearings prior to 1993 received from depository libraries, with a total of 7,392 titles processed. Approved prior year funds will be used to fund on-going historic cataloging efforts in FY 2018.

### **Federal Depository Library Program**

In FY 2018, the requested amount is \$20,880,000 for the administration of the Federal Depository Library 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 1,148 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 2016, approximately 4,502 tangible titles consisting of 989,826 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 program. The total number of Federal Government information titles available to the public online via govinfo continues to increase with over 1.6 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 2018, approved prior year funds of \$2,785,000 will be used for continued development of the system in addition to on-going maintenance and support. \$1,950,000 of approved prior year funds will also be used for document processing and preparation of new and historic collections of content for ingest into **govinfo** and for the digital repository infrastructure assessment.

For FY 2018, approved prior year funds of \$2,349,000 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, administering the Biennial Survey, a Customer Relations Management service to respond to stakeholder

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 2018, the requested amount is \$580,000 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 2016, a total of 988 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 2017 to 2018**  
(Dollars in Thousands)

	2018 Agency Request	
	FTE	Amount
FY 2017		
	89	\$ 30,442
FY 2018		
Mandatory Pay and Related Costs		
Annualization of pay for FY 2017	-	81
Pay raise for FY 2018	-	198
Within-grade increases for FY 2018	-	109
Total Mandatory Pay and Related Costs	-	388
Total Price Level Changes	-	446
Program/Project/Activity Increases/Decreases for FY 2018		
Decrease in printing expenses due to digitization	-	(2,205)
Non-recurring program expenses	-	(71)
Rebuild public websites FDLP.gov and Ben's Guide	-	1,500
Investigate, develop, and replace legacy methods for FDLP library selection and distribution of materials	-	2,000
Use of prior year appropriation transfer funds for approved program activities	-	(3,500)
Total Program/Project/Activity Increases (Decreases) for FY 2018	-	(2,276)
Total Net Change	-	(1,442)
Total 2018 Appropriation	89	\$ 29,000

Note: There are 94 authorized positions.

**GOVERNMENT PUBLISHING OFFICE  
PUBLIC INFORMATION PROGRAMS  
SUPERINTENDENT OF DOCUMENTS  
SALARIES AND EXPENSES**  
Summary  
(Dollars in Thousands)

	FY 2016 Actual (1)	FY 2017 CR (2)	FY 2018 Requested (3)	FY 2017/2018 Net Change
<u>Summary by Program/Service</u>				
By Law Distribution	\$ 305	\$ 304	\$ 290	\$ (14) (4)
Cataloging and Indexing	7,625	7,611	7,250	(361) (4)
Federal Depository Library	21,960	21,918	20,880	(1,038) (4)
International Exchange	610	609	580	(29) (4)
Total Appropriation	\$ 30,500	\$ 30,442	\$ 29,000	\$ (1,442)
<u>Summary by OMB Object Class</u>				
11 Personnel Compensation	\$ 7,407	\$ 8,397	\$ 8,693	\$ 296 (5)
12 Personnel Benefits	2,270	2,603	2,695	92 (6)
21 Travel	169	69	71	2 (7)
22 Transportation of Things	509	685	701	16 (7)
23 Rents Communications and Utilities	125	121	124	3 (7)
24 Printing and Reproduction	13,072	8,509	6,500	(2,009) (8)
25 Other Services	6,718	9,846	10,001	155 (9)
26 Supplies and Materials	230	212	217	5 (7)
Total Appropriation	\$ 30,500	\$ 30,442	\$ 29,000	\$ (1,442)

- (1) Actual and obligated expenditures against the 2016 PIP Appropriation through 09/30/16 (Consolidated Appropriations Act, 2016 P.L. 114-113). The agency also transferred \$760k to cover projects related to digitization.
- (2) FY 2017 approved and obligated funding through 04/28/2017. (Further Continuing Appropriations Act, 2017, P.L. 114-254). The amount requested for FY 2017 was \$29,500,000.
- (3) Requested amount is based on FY 2017 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 GPO's 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 2017 and FY 2018.
- (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 89 FTEs for FY 2018.
- (6) Reflects anticipated benefit expenditures based on 31% 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 offset cost increases.
- (9) Includes Workers' Compensation, Shared Services, overhead, depreciation on equipment, and contractual services. Inflation has been applied to all categories. Contractual services has been reduced due to on-going activities funded through prior year transfer funds.

**GOVERNMENT PUBLISHING OFFICE  
BUSINESS OPERATIONS  
REVOLVING FUND**  
Fiscal Year 2018

**Proposed Appropriations Language:**

For payment to the Government Publishing Office Business Operations Revolving Fund, [\$6,832,000] *\$8,540,000*, to remain available until expended, for information technology development and facilities repair: *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. (*Legislative Branch Appropriations Act, 2016*) Note. — A full-year 2017 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 114-254).

**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 branch publications.

Documents can be ordered through GPO's secure Online Bookstore site at <http://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 storage 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 2018, GPO is requesting a total of \$8,540,000 for the Revolving Fund to remain available until expended, for the following projects:

### **INFORMATION TECHNOLOGY**

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#### **govinfo Projects**

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General System and Collection Development Infrastructure	\$ 3,800,000 <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	<u>2,000,000</u>
<b>Total Information Technology</b>	<u>7,000,000</u>

### **FACILITIES PROJECTS**

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Elevators 3 & 4 (Building A – G St. Passengers)	900,000
Natural Gas Emergency Power Generator	500,000
LED Lighting	<u>140,000</u>
<b>Total Facilities</b>	<u>1,540,000</u>
<b>Total Revolving Fund Project Requests</b>	<u>\$ 8,540,000</u>

## **Information Technology Projects**

### **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**

**InSecurity Enhancements for Advanced Persistent Threat (\$2,000,000).** Required for enhanced technologies and services to combat, detect, and prevent advanced persistent threats (including sophisticated nation state actors) from compromising GPO Systems.

### **Facilities Projects**

**Elevators 3 & 4 (\$900,000).** These old passenger elevators are located in Building A near the G St. entrance and need frequent repairs. GPO intends to replace and upgrade these elevators with modern controls and security features.

**Natural Gas Emergency Power Generator (\$500,000).** This will replace GPO's existing diesel fuel generator with clean-burning natural gas. It will also enable more electrical load to remain "up" during power outages.

**LED Lighting (\$140,000).** As part of GPO's commitment to conserving energy, traditional fluorescent lighting will be replaced with high energy efficient long-lasting LED lamps and fixtures. This will provide significant savings to electric usage and reduce bulb replacement costs.

**GOVERNMENT PUBLISHING OFFICE**  
**BUSINESS OPERATIONS REVOLVING FUND**  
 Analysis of Change 2017 to 2018  
 (Dollars in Thousands)

	FY 2018 Agency Request
FTE	Amount
Obligations, FY 2017	1,684 \$ 800,758
Mandatory Pay and Related Costs	
Annualization of FY 2017 pay raise	- 1,476
Pay raise for FY 2018	- 3,690
Within-grade increases for FY 2018	- 2,050
Total Mandatory Pay and Related Costs	- 7,216
Total Price Level Changes	- 12,558
Non-recurring Costs - Equipment to be obligated in FY 2017	- (49,744)
Program/Project/Activity Increases for FY 2018	
Capital expenditures equipment, systems, and facilities	- 42,175
Capital Expenditures to be funded by an Appropriation	
Security Enhancements for Advance Persistent Threat	- 2,000
Govinfo General System & Collection Development	- 3,800
Govinfo Infrastructure	- 1,200
Elevators 3 & 4 (Building A - G St. Entrance)	- 900
New Emergency Power Generator (Natural Gas)	- 500
LED Lighting	- 140
Total Expenditures to be funded by an Appropriation	- 8,540
Net change requested	- \$ 20,745
Total Obligations FY 2018	1,684 821,503
Offsetting Collections	- 812,963
Total FY 2018 Appropriation	- \$ 8,540

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

Object Class	FY 2016 Actual	FY 2017 CR	FY 2018 Request	FY 2017/2018 Net Change
11 Personnel Compensation	\$ 146,578	\$ 160,530	\$ 166,181	\$ 5,651
12 Personnel Benefits	51,525	44,459	46,024	1,565
21 Travel	799	997	1,020	23
22 Transportation of Things	8,321	9,627	9,848	221
23 Rents, Communications and Utilities	14,962	17,266	17,663	397
24 Printing and Reproduction	327,338	284,737	291,286	6,549
25 Other Services	36,390	51,189	52,366	1,177
26 Supplies and Materials	181,783	182,210	186,401	4,191
31 Equipment	50,619	49,744	50,715	971
Total Budget	\$ 818,315	\$ 800,759	\$ 821,504	\$ 20,745



**U.S. GOVERNMENT PUBLISHING OFFICE**

732 North Capitol Street, NW, Washington, DC 20401

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