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*United States Government Publishing Office*

**Prepared Statement before the  
Subcommittee on Legislative Branch  
Committee on Appropriations  
U.S. House of Representatives**

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United States Government Publishing Office  
FY 2021 Budget Hearing

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2 P.M.  
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The Capitol



**U.S. GOVERNMENT PUBLISHING OFFICE**

732 North Capitol Street, NW  
Washington, DC 20401-0001

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Mr. Chairman, Ranking Member Herrera Beutler, and Members of the Subcommittee, I am happy to be here today in my first appearance before the Subcommittee on Legislative Branch Appropriations to present the Government Publishing Office's (GPO) fiscal year 2021 Appropriations request.

As the new Director of GPO, which just yesterday celebrated its 159th anniversary, it is an honor to represent the more than 1,600 craftspeople and professionals who make up our GPO team, and believe deeply in our mission of *Keeping America Informed*.

## OVERVIEW

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Unlike most of the agencies that appear before you, GPO runs almost entirely as a business, with nearly all of our FY 2019 revenue of \$937.4 million generated by services we provide to our customers through our cost recovery model.

For example, in FY 2019:

- Nearly 88 percent – or \$823 million – of our revenue came from direct billings to our non-congressional customers.
- Another 8 percent – or \$74 million – came from billings to Congress for the provision of specific requested services.
- Still another 3 percent – or \$28 million – came from appropriations we used to administer the Federal Depository Library Program (FDLP) and provide critical public information program services.
- And finally, the remaining 1.3 percent – or \$12.3 million – came from appropriations this Subcommittee provided to enable GPO to make critical information technology and cybersecurity investments for the future.

The logo for the Government Publishing Office (GPO), consisting of the letters "GPO" in a white, sans-serif font inside a dark grey square.

In my view, GPO provides tremendous value for Congress' relatively small annual investment. We use those funds to produce congressional documents, including the Congressional Record, the House and Senate calendars, bills, resolutions, committee reports and hearings, and the U.S. Code.

For the executive branch and the courts, we produce everything from the Federal Register, the Budget, passports and other secure identification products, and programs, invitations, and other ceremonial documents for the White House. All of our customers' public documents are made available at no charge through our **govinfo.gov** online digital repository.

We have been enormously successful in delivering value to our customers, and I am pleased to report that again this year — for the 23rd consecutive year — GPO's independent outside auditor has provided GPO with an unmodified, or clean, opinion on our annual financial statements.

For fiscal year 2021, we are again requesting the same level of appropriations — \$117 million. This is the 6th fiscal year in a row where GPO has requested essentially even funding, and, in real terms, GPO's annual appropriation has gone down nearly 35% since FY 1995.

We have been able to achieve this through changes in our business model and strategic decisions that keep overhead costs low, and we've been able to do it while accommodating annual cost-of-living pay raises for our valued GPO teammates. We've been able to do it because the members of this Subcommittee, and your counterparts in the Senate, have provided strong support for GPO's efforts to change and evolve.

This year's request includes \$78 million for congressional publishing, a \$1 million decrease from FY 2020. It is based on our estimates of Congress' likely needs, informed by historical trends, and available unexpended balances.

Our request for our public information programs is \$32.3 million, an approximately \$1 million increase from the prior year attributable to salary and other cost increases.

We are also requesting \$6.7 million for GPO's revolving fund for investments in information technology upgrades.

Lastly, as required by section 1604(c) of the Legislative Branch Inspectors General Independence Act, we are forwarding our Inspector General's request for \$6.1 million in budget authority for FY 2021. That request would be funded as part of GPO's agency overhead — a component of the prices and rates GPO charges its agency customers and Congress — and not as a separate appropriation.



As the new Director, I do want to take a moment and talk about GPO's future.

In recent years, with this Subcommittee's support, GPO has embarked on a number of important initiatives to modernize its plant and its methods. We have invested heavily in new digital inkjet press technology and in the development of XPub, our next-generation composition tool. We have completed the development of the cutting-edge **govinfo** online repository and website, and we continue working with the State Department to modernize our tooling and our processes for the next-generation passport.

While GPO has been able to absorb many of the costs associated with those upgrades due in large part to our effective conservation of taxpayer funds, I am afraid that our ability to continue absorbing those costs in the future will be tightly constrained. We will continue to look for new sources of revenue and ways to improve our efficiency and lower costs, but those efforts alone will not be enough.

We have now expended most of the prior-year funds made available for our ongoing upgrades and in the future we will likely need to seek additional funding through our annual appropriations requests to maintain our level of effort.

This will provide some opportunities for GPO. For instance, as we develop XPub, we are looking for a sustainable model to support the operation and development of the platform, including the possibility of providing it to our customers as a software-as-a-service, much like Office 365 or Adobe's Creative Cloud. That could lead to new markets as we work with our other Federal customers to help them with their document creation challenges.

In the years ahead, you have my assurance that we will work closely with this Subcommittee to find the right balance to bolster our long-term sustainability.

## BACKGROUND

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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.

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 **govinfo** ([www.govinfo.gov](http://www.govinfo.gov)). Today, **govinfo** makes more than 2.6 million Federal titles available and averaged approximately 34 million retrievals per month in FY 2019. GPO also provides public access to Government information through partnerships with 1,120 Federal, academic, public, law, and other libraries nationwide participating in the FDLP.



**History.** 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,” providing the first commandment that Congress tell the public about its work. After years of struggling with various systems of contracting for printed documents that were often 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 our 16th President.

Since that time, GPO has produced and distributed the official version of 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, and Presidential inaugural addresses. This work goes on today, in digital as well as print formats, as GPO transforms itself from a print-centric to a content-centric publishing operation, consistent with the recommendations submitted by the National Academy of Public Administration to Congress (Rebooting the Government Printing Office: Keeping America Informed in the Digital Age, January 2013).

## 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, memorial and condolence books, programs and invitations, phone books, and all the other products needed to conduct the business of Congress. We produce all the printing work required every four years by the Joint Congressional Committee on Inaugural Ceremonies. Tools developed by GPO support Congress’ daily work, and we work hand-in-hand with Congress to jointly develop the next generation of those tools.

We also detail GPO team members to support the publishing requirements of House and Senate committees and congressional support offices such as the House and Senate Offices of Legislative Counsel. We work to ensure the provision of these services under any circumstances, including inclement weather and other emergency conditions.

Today, the activities associated with creating congressional information datasets comprise the majority of the work funded by GPO's annual Congressional Publishing Appropriation. Our digital authentication system, supported by public key infrastructure (PKI), is an essential component for assuring the authenticity and integrity of congressional publications in digital formats. The datasets we build enable access to congressional publications in digital formats as well as their production in tangible formats and form the building blocks of other information systems supporting Congress.

For example, they are made available to the Library of Congress via the **govinfo** application programming interface (API) to support its Congress.gov system. In addition, GPO works with the Library to make summaries and status information for House and Senate bills available as XML bulk data on **govinfo**.

In FY 2019, GPO achieved a major milestone in its publication of the 2018 Main Edition of the U.S. Code through GPO's new XPub system, an XML-based automated composition system designed to replace GPO's aging, proprietary MicroComp system. A nearly 60,000-page publication, the U.S. Code is published by GPO every six years. GPO is now ready to begin working to bring additional publications into XPub production, including congressional bills, resolutions, amendments, public laws, statutes at large, House and Senate calendars, the Congressional Record, and the Federal Register.



**GPO Cuts the Cost of Congressional Work.** GPO's use of electronic information technologies has been the principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980, as GPO replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.5 million, the equivalent in today's dollars of \$310.1 million. By comparison, our approved funding for FY 2020 is \$79.0 million, a reduction of nearly 75% in constant-dollar terms.

Since 2010, we have achieved a 29% reduction in the constant-dollar value of the Congressional Publishing Appropriation, consistent with the continuing transformation of our technology profile, an emphasis on controlling costs, and collaborative efforts with Congress to reduce print distribution while meeting the information needs of the Senate and House of Representatives.

Annual appropriations for Congressional Publishing have been at or below \$79.7 million in each of Fiscal Years 2014 to 2020.

## 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.

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. OFR is also responsible for related publications such as the Code of Federal Regulations, and other key information products such as Daily Compilation of Presidential Documents and the Public Papers of the Presidents, each of which we produce in digital and print formats.

**Highlights of FY 2019 Agency Operations.** Since 1995, we have made the annual Budget of the U.S. Government available online, and with GPO's **govinfo** system the documents are now available across multiple platforms. In FY 2019, GPO had the privilege of producing printed materials to support important presidential events at The White House, including the September 20, 2019 State Dinner in honor of Australian Prime Minister Scott Morrison and his wife, Jennifer.



In FY 2019, GPO's Pueblo Colorado Distribution Center, celebrated its 47th anniversary. The Pueblo facility provides warehousing, logistics, business services, and distribution services for over 33 Federal customers, and is estimated to have distributed more than 1.2 billion publications to customers since it opened in 1972.

During FY 2019, GPO also worked to complete the renovation of approximately 24,000 square feet of space in its Building A to house NARA's Center for Legislative Archives. NARA just began moving House and Senate legislative records into the space this month, and NARA and GPO are currently engaged in discussions to build out additional space.

**Partnership With Industry.** Beyond work for Congress, passports, and other inherently governmental work such as the Federal Register and the Budget, GPO produces virtually all other Federal agency information products via contracts with the private-sector printing and information-product industry. In FY 2019, this work was valued at approximately \$439.7 million, and represented 96,172 orders. More than 10,000 individual firms are registered to do business with GPO, the vast majority of which are small businesses with fewer than 20 employees per firm.

**Security and Intelligent Documents.** GPO has been proud to produce U.S. passports for the U.S. Department of State for nearly a century. Since 2005, U.S. passports have incorporated advanced security features that make it the most secure identification credential obtainable. GPO produced 15.2 million passports for the State Department in FY 2019, and has produced a total of more than 181 million passports since 2005. In the years ahead, GPO will continue to make investments needed to support the State Department's Next Generation Passport Program (NGP).

Since 2008, GPO has also served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities.



GPO provides secure-card credential products to include design, printing, manufacturing, personalization and shipping and delivery. Through its production processes, GPO leverages the most advanced industry technologies to build the highest quality products at the lowest prices. GPO secure-credential operations are fully ISO 9001 certified and undergo rigorous third-party audits each year to gain recertification.

On an annual basis, the GPO produces over 4.2 million secure-card credentials for our Federal agency customers, and, since 2008, GPO has produced more than 26 million across 11 different product lines. Some of them include 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.

## 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), **govinfo**, Publications and Information Sales, and Agency Distribution Services.

**Federal Depository Library Program.** The FDLP has legislative antecedents that date to 1813 (3 Stat. 140), when Congress first authorized congressional documents to be sent to certain universities, historical societies, and state libraries for the use of the public. Today, GPO provides the Federal depository libraries with information products in digital and tangible formats, and libraries, in turn, make them available to the public at no charge while providing expert assistance in finding and navigating Government information. The FDLP serves millions of Americans through a network of 1,120 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district.

In recent years, GPO has been working to digitize and make available online historic print collections of Government information, as well as developing strategic efforts to partner with libraries and other organizations to permanently preserve historic resources.

Through its digitization efforts, GPO has enhanced the scope of historic collections available on **govinfo** tremendously. Some notable examples of GPO's recent work include:

- The Public Papers of the Presidents collection, formerly available from 1991 through the present, was expanded to include volumes dating back to 1929, through a collaborative digitization effort with OFR.

- More than 1,300 historic congressional hearings dating back to 1958 were digitized and made available, as part of an ongoing effort to digitize nearly 15,000 congressional hearings.
- The complete collection of the Federal Register, dating back to the first volume published in 1936, was also digitized and made available, through another joint effort with OFR.

GPO also has formal partnership agreements in place with 64 organizations to advance free public access to U.S. Government information. One recent collaboration is GPO's work to support the Library of Congress' efforts to make valuable Congressional Research Service (CRS) reports available online by performing extensive cataloging services.

**govinfo.** Under the provisions of Public Law 103-40, GPO has been providing online public access to congressional and Federal agency publications since 1994, beginning with a site known as GPO Access. Fifteen years later, GPO Access was replaced by GPO's Federal Digital System or FDsys, and, in early 2016, GPO unveiled the next generation of our public access system with the introduction of **govinfo**. In December 2018, the FDsys website was fully retired.



The **govinfo** website features a mobile-friendly design, current and historical content collections from all three branches, enhanced search and intuitive browse, linked related documents, curated feature articles, quick and easy social sharing, developer tools such as XML bulk data and a public API, expanded help information, support for redirects from millions of legacy FDsys links, and additional enhancements based on stakeholder feedback. In FY 2019, **govinfo** grew to make more than 2.6 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 approximately 34 million retrievals per month.

GPO has continually added content to **govinfo** to provide increased public access to Government information. In recent months, GPO added the digitized historical editions of the U.S. Government Manual from 1935 to 1994, completing the digitization of the Government's official handbook of agency organization for all three branches of the Federal Government. In collaboration with the Law Library of Congress, GPO has also initiated a multi-year effort to digitize and make available volumes of the U.S. Congressional Serial Set back to the very first volume published in 1817.

During 2018 and 2019, **govinfo** underwent an extensive audit for certification as a Trustworthy Digital Repository in compliance with International Organization for Standardization (ISO) 16363. Then, in December 2018, GPO made history by becoming the first organization in the United States, and just the second worldwide, to achieve this certification, which is considered the highest global standard of excellence for digital repositories. To secure this certification and establish that **govinfo** is a standards-compliant digital repository in which Government information is preserved, accessible, and usable now and into the future, **govinfo** was evaluated against 109 specific criteria.

**Bulk Data.** In support of the Legislative Branch Bulk Data Task Force, GPO works closely with the Clerk of the House and the Secretary of the Senate on initiatives to convert legacy file formats into United States Legislative Markup (USLM) XML. In early FY 2019, the first



project was completed with the release of a subset of enrolled bills, public and private laws, and Statutes at Large in Beta USLM XML on **govinfo**. GPO is currently working on a project in support of our legislative data partners to enable downstream processes and increase efficiencies by converting legacy statute compilations into Beta USLM XML and providing access to those files on **govinfo**. USLM offers a standard XML schema to promote interoperability among documents as they flow through the legislative and regulatory processes. USLM also promotes international interoperability with documents produced by governments worldwide.

**Publication and Information Sales Program.** Along with the FDLP and our online dissemination system, which are no-fee public access programs, GPO also provides access to official Federal information through public sales. GPO features secure ordering through its online bookstore (bookstore.gpo.gov), a bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector that offer Federal publications as eBooks.

**Agency Distribution Services (ADS) Program.** GPO operates two distribution facilities which are strategically located in Laurel, MD and Pueblo, CO. Through these facilities, GPO administers distribution programs for the information products of other Federal agencies. Today, over 60 Federal agencies utilize the comprehensive services provided through the Pueblo and Laurel facilities, which together offer more than 200,000 square feet of climate-controlled distribution, storage, and fulfillment space. Among the services provided through GPO's ADS program are website hosting, consulting services, fulfillment and distribution, address validation services, call center operations, and printing optimization, just to name a few. These services are all designed to help Federal agencies achieve savings in the distribution of their information products.



## GPO FINANCES

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**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.

**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 enable 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. Reimbursements from these appropriations are included in the Business Operations Revolving Fund as revenue for work performed. Congress has also, in years past, appropriated funds directly to the Business Operations Revolving Fund in support of specific capital investments. In recent years such appropriations have been provided in support of information technology and cybersecurity investments.

**Annual Independent Audit.** 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 2019, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 23rd consecutive year GPO has earned such an audit result.

**FY 2019 Financial Results.** During FY 2019, revenue totaled \$937.4 million while expenses charged against GPO's budget were \$885.7 million, for an overall net income of \$51.7 million from operations. Included in both GPO's revenue and net income figures is approximately \$17.3 million for passport-related capital investments, as agreed to by GPO and the Department of State, and \$1.7 million resulting from an increase to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). Apart from these two set asides, GPO's net operating income from FY 2019 was \$36.2 million.



In FY 2019, funds appropriated directly by Congress provided nearly \$113.9 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 12.2% 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.

## FY 2021 APPROPRIATIONS REQUEST

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GPO is requesting a total of \$117,000,000 for FY 2021. This is the same level of funding GPO requested in FY 2020, and the same amount appropriated in FY 2020. Through FY 2020, total GPO appropriations have declined by 21% since FY 2010 and are at their lowest level since then.

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

**Total Appropriations to GPO  
FY 2010-2020 and FY 2021 Request**

Fiscal Year	Appropriation
2010	\$147,461,000
2011	135,067,324
2012	126,200,000
2013	117,533,423
2014	119,300,000
2015	119,993,000
2016	117,068,000
2017	117,068,000
2018	117,068,000
2019	117,000,000
2020	117,000,000
2021	117,000,000 (Requested)

Our FY 2021 request will enable us to:

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



**Congressional Publishing Appropriation.** GPO is requesting \$78,000,000 for this account. This is \$1,000,000 less than requested in GPO’s FY 2020 budget submission for the Congressional Publishing account, and \$1,000,000 less than Congress appropriated in FY 2020.

Overall, the annual appropriations for Congressional Publishing have been flat since FY 2014 and have declined by nearly 17% 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 have been transferred to GPO’s Business Operations Revolving Fund, and are available for the purposes of this account in Fiscal Year 2021.

**Congressional Publishing Appropriation  
FY 2010-2020 and FY 2021 Request**

Fiscal Year	Appropriation
2010	\$93,768,000
2011	93,580,464
2012	90,700,000
2013	82,129,576
2014	79,736,000
2015	79,736,000
2016	79,736,000
2017	79,736,000
2018	79,528,000
2019	79,000,000
2020	79,000,000
2021	78,000,000 (Requested)

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

GPO utilizes historical data incorporating other relevant factors to develop estimates of likely congressional publishing requirements. These requirements serve as the basis of the budget presentation for this account.

In FY 2021, the Congressional Publishing workload volume is expected to decline by about \$155,000 from FY 2020 levels, but price-level and wage increases (if implemented) are expected to increase expenses to the Congressional Publishing account by an additional \$2,500,000.

In order to accommodate the net cost increase, and to reduce the FY 2021 Congressional Publishing request by \$1,000,000 from FY 2020, GPO plans to use about \$6,000,000 of prior-year transfer funds in GPO's Business Operations Revolving Fund to support its Congressional Publishing work in FY 2021.



As shown on page D-4 of our budget justification for FY 2021, 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 2021, so that appropriation requirements can be reduced by \$1,000,000. The balance of these transfer funds is earmarked for GPO's critically important XPub system (formerly the CSR project) and other congressional information projects as indicated on page F-5.

As previously mentioned, XPub is a new XML-based composition system being developed and deployed to replace the 30+ year-old MicroComp system used in the preparation of congressional documents for digital and print access. The successful deployment of XPub will enable GPO to create, edit, proof, approve, and simultaneously publish legislative and regulatory documents from a variety of print and digital sources in a high-volume production environment while maintaining GPO's reputation for quality and typographic excellence. GPO believes XPub will help GPO deliver even greater value to Congress and GPO's other Federal clients in the years ahead.

**Public Information Programs of the Superintendent of Documents.** GPO is requesting \$32,300,000 for this account, which is an increase of \$1,004,000 from the amount GPO requested, and Congress appropriated, in FY 2020. This account pays for the cost of providing Federal Government publications in digital and tangible formats to 1,120 Federal depository libraries nationwide, cataloging and indexing, the distribution of documents to recipients designated by law, and international exchange distribution.

This appropriation request represents a nearly 21% reduction from the amounts appropriated in FY 2010. This reduction has been made possible by 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 2010-2020 and FY 2021 Request**

Fiscal Year	Appropriation
2010	\$40,911,000
2011	39,831,178
2012	35,000,000
2013	31,437,000
2014	31,500,000
2015	31,500,000
2016	30,500,000
2017	29,500,000
2018	29,000,000
2019	32,000,000
2020	31,296,000
2021	32,300,000 (Requested)

The net funding increase of \$1,004,000 we are requesting for FY 2021 is comprised of mandatory pay and related increases of about \$501,000, and price-level increases of \$503,000. The approved use of prior-year transfer funds will cover \$4,063,000 of program/project/activity costs in FY 2021 as well. Such programs include the implementation of the Salesforce customer relations management (CRM) system (\$1,200,000); the potential development of a web-portal envisioned by the pending Congressionally Mandated Reports Act, H.R. 736 (\$1,000,000); the digitization, processing, and cataloging of historic documents for ingest into **govinfo** (\$1,000,000); and national collection pilot projects for FDLP libraries.



The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 114-110. GPO plans to utilize carry-over balances from funds transferred to the Business Operations Revolving Fund to support high-priority information services and products funded by this account as indicated on page F-5, including the collection and preservation of new and historic documents and continued development of **govinfo** content and capabilities.

**Business Operations Revolving Fund.** GPO is requesting \$6,700,000 for this account, to remain available until expended, to support continued investment in information technology and cybersecurity projects. This compares with the \$6,704,000 GPO requested, and Congress appropriated, for these same purposes in FY 2020. 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 website and its successor **govinfo**, which have expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats. They have also included efforts to harden and secure GPO's IT infrastructure from persistent external cybersecurity threats.

**Appropriations to the Business Operations Revolving Fund  
FY 2010-2020 and Requested for FY 2021**

Fiscal Year	Appropriation
2010	\$12,782,000
2011	1,655,682
2012	500,000
2013	3,966,847
2014	8,064,000
2015	8,757,000
2016	6,832,000
2017	7,832,000
2018	8,540,000
2019	6,000,000
2020	6,704,000
2021	6,700,000 (Requested)

**govinfo projects for fy 2021 — \$6,550,000**

- **General System and Collection Development (\$3,500,000)** — This funding is requested to support the development of new **govinfo** features to meet the identified needs of key stakeholders. Activities funded would include developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and improving the discoverability of information hosted on **govinfo**.
- **Infrastructure (\$3,050,000)** — This funding is requested to support the procurement and servicing of the hardware, storage, and environments needed to manage system performance as **govinfo** content and usage continues to grow.

**Cybersecurity Projects for FY 2021 — \$150,000**

- **Security Enhancements for Advanced Persistent Threats (\$150,000)** — The cybersecurity threat environment faced by Government agencies continues to change rapidly and presents substantive risks and dangers to organizations. The requested funding is planned to address that evolving threat environment by implementing enhanced IT security systems that are intended to reduce the risk of unauthorized data exfiltration, unauthorized access, unauthorized changes to data, and related impacts.

Mr. Chairman, Ranking Member Herrera Beutler, and Members of the Subcommittee, before concluding I want to express our deep appreciation for the support you gave our appropriations request for FY 2020, and your continuing interest in the important work performed by dedicated craftspeople and professionals of the Government Publishing Office.

This completes my prepared statement and I look forward to answering any questions you may have.







## Hugh Nathaniel Halpern

*GPO Director*

Hugh Nathaniel Halpern is the U.S. Government Publishing Office (GPO) Director, the agency's chief executive officer. The agency is responsible for publishing and printing information for the three branches of the Federal Government. Halpern is the 28th person to lead GPO since the agency opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President of the United States. President Donald Trump nominated Halpern to be GPO Director on October 17, 2019, and the U.S. Senate confirmed him on December 4, 2019.

### Biography

Prior to coming to GPO, Halpern held a succession of leadership positions during his 30 years on Capitol Hill. He served as the Director of Floor Operations for the Speaker of the U.S. House of Representatives. In that role, Halpern was the highest-ranking floor staffer in the House and served as Speaker Paul Ryan's Chief Advisor on all procedural matters. He managed the daily floor operations of the House, served as the liaison to all leadership offices, and oversaw legislative interactions between The White House, House and Senate. In 2018, he received the John W. McCormack Award of Excellence, the highest award given to a staff member in the House. The award recognizes a lifetime of bipartisan service to the House.



In addition to his position in the Speaker's Office, Halpern has more than a decade of experience serving on the senior leadership staff. He has a proven track record of successfully leading teams to achieve results.

During his career, he served half a dozen different committees in both policy development and procedural roles. During his 11 years on the House Committee on Rules, Halpern served as Staff Director leading the management and terms of debate on the House floor. In 2001, he was named General Counsel by Chairman Mike Oxley for the newly established House Committee on Financial Services. During his tenure, the committee provided legislation addressing terrorist financing and money laundering, improving investor confidence in the wake of the Enron and WorldCom scandals and granting consumers important new tools to fight identity theft. During the 1990s, Halpern served on the House Committee on Energy and Commerce, where he handled a variety of legislative issues, including automobile safety, insurance, FTC consumer protection and tobacco regulation. Halpern began his career in Congress as an intern for Rep. E.G. "Bud" Shuster in 1987.

Halpern served a number of temporary positions during his time on Capitol Hill. He was the Parliamentarian to the First Select Committee on Homeland Security, which created the Department of Homeland Security, General Counsel to the Select Committee to investigate the voting irregularities of August 2, 2007, and Assistant Parliamentarian to the 2008, 2012, and 2016 Republican National Conventions.

A native of Hollidaysburg, PA, Halpern received bachelor's and master's degrees in Political Science from American University in 1991 and 1992, respectively. He also received a law degree from George Mason University in 1997. Halpern has been included in Roll Call's list of 50 most powerful Congressional staffers 14 times and featured in a National Journal profile as one of "The New Power Players" on Capitol Hill.



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