

**William J. Boarman**

Public Printer of the United States

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

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*On GPO's Appropriations Request  
for FY 2012*

Thursday, March 17, 2011

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

2:30 PM



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

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

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

## GPO

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### Background

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

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

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

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

For the Secretary of the Senate, the Clerk of the House, and the committees of the Senate and House, we produce the documents and publications required by the legislative and oversight processes of Congress, including the daily *Congressional Record*, bills, reports, legislative calendars, hearings, committee prints, and other documents, as well as stationery, franked envelopes, and other materials such as memorials and condolence books, programs and invitations, phone books, and the other products needed to conduct business of Congress. We also detail expert staff to support the information product requirements of Senate and House committees and congressional offices such as the Senate Office of Legislative Counsel.



The production of the *Congressional Record* alone is a remarkable job, averaging about 170 pages per issue but ranging in size from a few pages to hundreds of pages per night depending on the amount of business transacted, all formatted, paginated, proofed, corrected, uploaded for online access, printed, and delivered overnight, every night Congress is in session. The history of our Nation as revealed in the proceedings of Congress is preserved for generations to come in the permanent edition of the *Congressional Record* and in the *Congressional Serial Set*, containing all the numbered reports and documents of each Congress and published continuously since 1817, both produced by GPO.

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

### **GPO and Digital Information Technologies**

As Archivist of the United States David Ferriero recently said, GPO has not rested with drums of printer’s ink and rolls of paper measured by the ton. Our present and future are clearly being defined by digital technology, and digital technology itself has radically changed the way printing is performed today. This is especially true where the information products used by the Senate and House of Representatives are concerned. GPO’s conversion to digital databases for the composition of congressional publications occurred more than a generation ago. Today the activities associated with creating congressional information databases comprise the majority of the work funded by our annual Congressional Printing and Binding Appropriation.

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

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

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



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

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

### **GPO in Partnership with Industry**

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

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

### **GPO and Open, Transparent Government**

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

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

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

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

### **Recent Actions**

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



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

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

### **FY 2012 Appropriations Request**

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

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



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

Our funding request for FY 2012 is designed to:

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

### **Congressional Printing and Binding Appropriation**

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

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

### **Salaries and Expenses Appropriation of the Superintendent of Documents**

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

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

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

### **Revolving Fund**

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

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





**Public Printer William J. Boarman**

**Opening Remarks Before the Senate Legislative Branch Appropriations Subcommittee  
Thursday, March 17, 2011, 2:30 p.m.**

Mr. Chairman, Senator Hoeven, and Members of the Subcommittee, it's an honor to be here today. As you've asked, I'll briefly summarize my prepared statement, which has been submitted for the record.

The GPO is responsible for the production and distribution of information products for all three branches of the Government. These include passports for the State Department and the official publications of Congress, Federal agencies, and the courts. We provide products in both print and a variety of digital formats.

Along with sales of publications to the public, we support open and transparent Government by providing online access to authenticated information at no charge through our Federal Digital System, called FDsys. FDsys has more than 250,000 Federal titles and has more than 25 million documents downloaded every month. We also partner with more than 1,200 libraries nationwide participating in the Federal Depository Library Program. The libraries work with us to provide free public access to Government information in print and digital form.

Following my appointment by the President in late December, I returned to GPO where I worked as a practical printer more than 35 years ago.



The GPO today is a much different agency than the one I left. At that time, there were more than 8000 employees. Now there are barely more than a quarter of that number, but we're responsible for a range of products and activities that could only have been dreamed of back then: online databases of Federal documents, passports and smart cards with electronic chips carrying biometric data, print products on sustainable recycled paper using vegetable oil inks, a management infrastructure supported by a robust IT enterprise architecture, and more.

These operations are managed by a uniquely skilled and dedicated staff. Their support for Congress is exemplary. They work through the night, sometimes under extremely difficult workloads and conditions such as snowstorms that close the rest of the Government, to provide you with what you need to carry out your critically important work.

Our present and future are being defined by digital technology. The Congressional Record, bills, reports, hearings, and other documents are generated from digital databases GPO creates in response to the information needs of Congress. No other agency is equipped to carry out this mission.

Our use of databases has cut the cost of congressional information products over the past generation by more than two-thirds as measured in constant dollars. Our databases are the foundation of our online dissemination capability, which has been in operation since 1994. This capability has expanded public access to Government information exponentially while reducing the costs of distributing print products. Our databases also are the platform for several key information systems serving Congress today. They are used by the Library of Congress to support its THOMAS system as well as the legislative information systems the Library makes available to Senate and House offices.

Creating these databases is the majority of the work funded by the Congressional Printing and Binding Appropriation. Even though the name of this account may be old-fashioned, it is the source of financing for the digital information platform we have built and manage for Congress, and because of the way it is structured, it can only be accessed when we print for Congress.

GPO's support for Congress is extensive. My guess is that our work is more involved in your daily operations than any other congressional support agency – as important and valuable as their work is. But it's provided quietly, in the background, and so it's often not immediately clear what we do. We're working to educate Members and staff on that.

Since taking office, I've met with Members, officials, and staff of the Senate and House to discuss how GPO can best serve their needs. We've also been working cooperatively with the appropriations committees.

We've reduced spending within GPO by cutting travel, outside hiring, and other areas. We have cut \$5.2 million from the 2012 appropriations total originally submitted to OMB by my predecessor late last year.

For the record, our request includes two one-time components: \$1.4 million for the 2013 Presidential inauguration, and another \$1.4 to fund a shortfall in the congressional printing carried forward from FY 2009. Without these, our request would \$1.8 million under the level of funding provided to GPO by the continuing resolution.

Also, we have \$2.5 million left over from FY 2006 that could be transferred to the Revolving Fund under current law. With the transfer, our overall request for new funding would be reduced by that amount, which would also bring us under the level provided by the continuing resolution.



We understand that the relationship of print to the legislative process is changing. GPO has been a major factor in bringing about that change. We're committed to providing you with what you need to carry out your work as efficiently and as cost effectively as we can.

Mr. Chairman, Senator Hoeven, and Members of the Subcommittee, this concludes my opening remarks, and I would be happy to answer any questions you may have.