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On GPO's Appropriations Request for FY 2014

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Chairwoman Shaheen, Ranking Member Hoeven, and Members of the Subcommittee on Legislative Branch Appropriations, it is an honor to be here today to discuss the Government Printing Office and our appropriations request for fiscal year 2014. As background, my prepared statement includes an overview of the functions and operations of GPO and the results of the recently-released study of the National Academy of Public Administration.

Government Printing Office

The Government Printing 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 a publishing operation and we carry out our mission using an expanding range of digital as well as conventional formats. Total GPO employment today is about 1,900.

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 our Federal Digital System (FDsys, at www.fdsys.gov), which today makes more than 800,000 Federal titles available online from both GPO's servers and links to servers in other agencies, and sees more than 37 million documents downloaded every month. We also provide public access to Government information through partnerships with approximately 1,200 libraries nationwide participating in the Federal Depository Library Program.

In addition to GPO's Web site, www.gpo.gov, we communicate with the public routinely via Twitter twitter.com/USGPO, YouTube http://www.youtube.com/user/gpoprinter, Facebook http://www.facebook.com/USGPO, and most recently Pinterest http:// pinterest.com/usgpo/.

History GPO first opened its doors for business 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, section 5 of the Constitution that "each House shall keep a journal of its proceedings and from time to time publish the same." We have produced and distributed the official version of every great American state paper—and an uncounted number of other Government publications—since Lincoln's time, including the Emancipation Proclamation, the legislative publications and acts of Congress, 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 Afghanistan, the 9/11 Commission Report, Presidential inaugural addresses, and Supreme Court opinions.



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 hand-set to machine typesetting, from slower to high-speed presses, and from hand to automated bookbinding. These changes were significant for their time. Yet they pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began 50 years ago in 1962 when the Joint Committee on Printing directed the agency to develop 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 Web site, *GPO Access*, vastly expanding the agency's information dissemination capabilities. Those functions continue today with FDsys on a more complex and comprehensive scale.

As a result of these sweeping technology changes, GPO is now fundamentally different from what it was as recently as a generation ago. We are smaller, leaner, and equipped with digital production capabilities that are the bedrock of the information systems relied upon daily by Congress, Federal agencies, and the public to ensure open and transparent Government in the digital era. Our technology transformation is continuing with the development of new ways of delivering Government information, including apps and bulk data download files.

GPO and Congress

For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, GPO produces the documents and publications required by the legislative and oversight processes of Congress. This includes but is not restricted to 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 business of Congress. We also detail expert staff to support the information product requirements of House and Senate committees and congressional offices such as the House and Senate Offices of Legislative Counsel.

Today the activities associated with creating congressional information databases comprise the vast 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, GPO uploads them to the Internet via FDsys, and they are the source of the apps we build for congressional information. Our advanced digital authentication system, supported by public key infrastructure (PKI), is an essential component for assuring the digital security of congressional documents.

GPO's congressional information systems also form the building blocks of other information systems supporting Congress. Our congressional information databases are provided directly to the Library of Congress (LOC) to support its THOMAS system—and the new Congress.gov system—as well as the legislative information systems the Library makes available to House and Senate offices. We are also collaborating with the Library on the digitization of previously printed documents, such as the *Congressional Record*, to make them more broadly available to Congress and the public; the development of a new process for updating the digital edition of the *Constitution Annotated*; and expanding the availability of House bill data in XML bulk data format.



GPO Cuts the Cost of Congressional Work The use of electronic information technologies by GPO has been a principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980—as we began replacing hot metal typesetting with electronic photocomposition—the appropriation for our Congressional Printing and Binding Appropriation was \$91.6 million, the equivalent in today's dollars of \$255.9 million. By comparison, our approved funding for FY 2013 under the current continuing resolution is \$82.1 million, a reduction of *more than two-thirds* in constant dollar terms.

Productivity increases resulting from technology have enabled us to make substantial reductions in staffing requirements while continuing to improve services for Congress. In 1980, GPO employment was approximately 6,450. Today, we have approximately 1,900 employees on board, representing a 31-year reduction of 4,550, *or more than 70%*. This is the smallest GPO workforce of any time in the past century.

Highlights of FY 2012 Congressional Work In 2012, we introduced our first app, the *Mobile Member Guide*, which provided the public with quick, easy access to information on Members of the 112th Congress. We also collaborated with LOC for the creation of an iPad app for the daily *Congressional Record*. Late in the year, we made *United States Policy and Supporting Positions*, or the *Plum Book* as it is popularly known, available for the first time as an app. At the direction of the House Appropriations Committee, and in support of the task force on bulk data established by House report 112-511, we now make House bills available in XML bulk data format, beginning with the 113th Congress.

About a year ago we started work on the requirements for the 2013 Presidential inauguration, under the direction of the Joint Congressional Committee on Inaugural Ceremonies. We designed and produced approximately 80 different products for the event, including invitations, tickets, signs, pins, and other items that supported the organization and conduct of the inaugural ceremonies. We also produced secure credentials for the event.

GPO and Federal Agencies

Federal agencies are major generators of information content, 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 produced by GPO, including travelers holding U.S. passports, frequent U.S. border crossers, Medicare beneficiaries in Puerto Rico, and other users. Our digital systems support key Federal agency publications, including the annual *Budget of the U.S. Government* and 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 2012 Agency Operations In 2012 we made the FY 2013 *Budget of the U.S. Government* available for the first time as a mobile app. The app had more than 53,000 visits in the first 24 hours. For this work, we received a Digital Government Achievement Award from the Center for Digital Government, which recognizes outstanding web sites and applications developed by Federal, state, and local Government agencies. We recently released an app for the FY 2014 Budget. With the Office of the Federal Register, we also developed an app for the *Public Papers of the President*. This app has search capabilities allowing users to access content about the President by searching by date, category, and subject, as well as a geolocation feature providing users with access to the most recent content near their location.



A major document that GPO produces is the U.S. passport for the Department of State, which we have been responsible for since 1926. 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 remote facility in Mississippi—is now the most secure identification credential obtainable. We also now offer a line of secure identification smart cards to support the credentialing requirements of Federal agencies. 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).

In 2012, we passed the milestone of producing the 75 millionth electronic passport. We also received direction from the Department of State to proceed with the necessary investment in equipment and infrastructure to begin producing the next generation passport in 2015. During the year, we were approved by the Joint Committee on Printing to expand our card production operations at our facility in Mississippi. This new capability will be brought online following its official opening next week.

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 Federal agency information product requirements via contracts in partnership with the private sector printing and information product industry. This work amounted to nearly \$350 million in FY 2012. Approximately 16,000 individual firms are registered to do business with GPO, 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.



GPO and Open, Transparent Government

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.

Federal Depository Library Program GPO administers the Federal Depository Library Program, whose legislative antecedents date back 200 years to 1813. Across those years, depository libraries have served as critical links between "We the People" and the information made available by Federal Government. GPO provides the libraries with information products in digital and, in some cases, tangible formats, and the libraries in turn make these available to the public at no charge while providing additional help and assistance to depository library users. The program today serves millions of Americans through a network of approximately 1,200 public, academic, law, and other

libraries located across the Nation, averaging nearly 3 per congressional district. Once primarily involving the distribution of printed and microfiche products, the FDLP today is predominantly digital, supported by FDsys and other digital resources.

A major FDLP effort during FY 2012 was the State Forecasting Project, a collaborative research project between GPO and depository libraries, which surveyed all depository libraries to assess the current conditions of the program. Primary issues identified in the survey included budget constraints, use of physical space, staffing, and collection scope changes. GPO received responses from 775 depository libraries in 38 states. Results from this initiative will serve as a blueprint for developing a new national plan for the future of the FDLP.

Federal Digital System FDsys provides the majority of congressional and Federal agency content to the FDLP as well as other online users. This system has reduced the cost of providing public access to Government information significantly when compared with print, while expanding public access dramatically through the Internet. Public utilization of FDsys grew to more than 400 million document retrievals by the end of FY 2012. Currently, the system provides access to nearly 800,000 individual titles from all three branches of the Government, the only system of its kind in operation today.



GPO is continually adding collections to FDsys to provide increased public access to Government information. In 2012, we had the opportunity to make audio content available for the first time on FDsys. The National Archives and Records Administration (NARA) asked us to host the audio tape recordings of communications between the White House and Air Force One following the assassination of President John F. Kennedy. As a result of hosting the audio recordings, there were a record number of visits to FDsys over a five-day period.

Publication and Information Sales Program Along with the FDLP and FDsys, which are no-fee public access programs, we provide public access to official Federal information through e-commerce public sales featuring secure ordering through an online bookstore, a bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector to offer Federal publications as ebooks. Our presence in the ebook market continues to grow. We entered into two important agreements in 2012 with Barnes & Noble and Apple to make popular Government titles such as the *Public Papers of the President-Barack Obama*, the *Financial Crisis Inquiry Report*, and *Ponzimonium: How Scam Artists are Ripping Off America* available as ebooks. We now have agreements with Apple, Google's eBookstore, Barnes & Noble, OverDrive, Ingram, Zinio, and other online vendors to sell Federal ebooks and magazines.

Reimbursable Distribution Program We operate distribution programs for the information products of other Federal agencies on a reimbursable basis, including General Services Administration (GSA) Consumer Information Center publications, from warehouses in Pueblo, CO, and Laurel, MD.

GPO and Social Media We use Facebook, Twitter, YouTube, and a book blog to share information about GPO news and events, and to promote specific publications and products. By the end of 2012, we had 2,000 likes on Facebook, 4,300 followers on Twitter, and 64,000 views across nearly 50 videos on YouTube. Our book blog, Government Book Talk, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions. Recently, we started up a presence on Pinterest.

Revolving Fund. All GPO activities are financed through a business-like Revolving Fund. The fund is used to pay all of our costs in performing congressional and agency printing, printing procurement, and distribution activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from our two annual appropriations, the Congressional Printing and Binding Appropriation and the Salaries and Expenses Appropriation of the Superintendent of Documents. Our appropriations constitute approximately 16% of our annual revenues. All other revenues are earned from the production of goods and services for customer agencies and sales to the public.

Appropriated Funds. Our Congressional Printing and Binding Appropriation is used to reimburse the Revolving Fund for costs incurred in performing congressional work. Our Salaries and Expenses Appropriation of the Superintendent of Documents is used to pay for costs associated with depository library distribution, cataloging and indexing, statutory distribution, and international exchange distribution. The reimbursements from these appropriations are included in GPO's total revenue. Occasionally, we also receive direct appropriations to the Revolving Fund for specific purposes, including investment in digital technology development and repairs to our buildings.

FY 2012 Financial Results. For FY 2012, total revenue totaled \$713.8 million, and total operating expenses were \$708.6 million, excluding Other Operating Expense. Other Operating Expense was a \$2.4 million adjustment to increase our long-term workers' compensation liability as established by the Department of Labor. As a result, we realized net income of \$5.2 million for the year before Other Operating Expense, and net income of \$2.9 million after. Our financial statements are audited annually by an independent third party contracted for by our Office of the Inspector General, and we routinely receive an unqualified, or "clean," opinion, as we did for the FY 2012 audit.



FY 2013 Appropriations For FY 2013, we requested a total of \$126.2 million that would enable us to meet projected requirements for congressional printing and binding, operate GPO's statutory information dissemination programs, and provide investment funds to continue the development of FDsys and provide for necessary facilities repairs. Our request represented no increase over the level of funding provided for FY 2012. Under that cap, however, we proposed decreasing the funding for congressional printing and binding while increasing it for expanded investments in digital technology and other improvements. The continuing resolution for the first six months of FY 2013 (P.L. 112-175) froze our funding at the FY 2012 level plus .612% but did not change the distribution of funds among our accounts.

The continuing resolution enacted in March 2013 for the remainder of the fiscal year (P.L. 113-6) reduced GPO's funding to \$119.1 million before the application of the sequester. Subsequently, we were contacted by the Office of Management and Budget with information on section 253(f)(2) of the Balanced Budget and Emergency Deficit Control Act of 1985 (BBEDCA, which is referenced in the Budget Control Act of 2011 authorizing the sequester), concerning reductions to sequestration for those agencies whose pre-sequester totals in the continuing resolution for the balance of the year are less than those approved in the continuing resolution for the first 6 months of the year. Following OMB's guidance, we have calculated that under this provision our post-sequester total would be about \$117.5 million, as opposed to the \$112.3 million post-sequester total that we originally thought would apply.

FY 2014 Appropriations Request GPO's total appropriations request of \$128.5 million for FY 2014 will enable us to:

- meet projected requirements for GPO's congressional printing and binding operations during FY 2014;
- fund the operation of GPO's statutory information dissemination programs and provide investment funds for necessary information dissemination projects; and
- continue the development of FDsys, implement other improvements to our IT and facilities infrastructure, and invest in more efficient equipment supporting congressional work.

Our request represents an increase of \$1.5 million, or 1.2%, over the level of funding provided for the first half of FY 2013 by P.L. 112-175. Compared with the funding provided for the second half of FY 2013, it represents an increase of \$9.4 million, or 7.9%, over the pre-sequester level of funding provided in P.L. 113-6, and \$11 million, or 9.4%, over the post-sequester level of funding provided by P.L. 113-6, as calculated in accordance with section 253(f)(2) of the BBEDCA.

Significantly, and as compared with the levels of funding provided in both P.L. 112-175 and P.L. 113-6, our request includes a decrease in funding for Congressional Printing and Binding and an increase in appropriations to GPO's Revolving Fund, which will be used to pay for essential growth for FDsys (whose support is strongly recommended by the recent study of the National Academy of Public Administration), as well as transitioning our binding line to a digital system (which will lead to future savings) and necessary IT and infrastructure repairs.

Congressional Printing and Binding Appropriation We are requesting \$79.7 million for this account. This amount represents a decrease of \$11.5 million, or 13%, compared with the funding provided in P.L. 112-175. It also represents a decrease in the level of funding provided by P.L. 113-6: \$3.9 million from the pre-sequester level and \$2.4 million from the post-sequester level as determined under section 253(f)(2) of the BBEDCA.

GPO has no control over the workload requirements of the Congressional Printing and Binding 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 printing and binding workload requirements. These requirements are used as the basis of the budget presentation for this account.

We estimate that total congressional printing and binding requirements for FY 2014 will be \$89.7 million based on historical data. Last year, with the approval of the Appropriations Committees, we transferred \$9.9 million in prior year unexpended balances of this account to the Revolving Fund. Some of these funds are likely to be used to cover FY 2013 requirements. The balance, as well as any other prior year amounts that are determined to be needed and available, will be requested for transfer to fund FY 2014 requirements.

The estimated requirements for FY 2014 include a price level increase of \$1.5 million, based on an average 2% increase due to projected increases in printing costs. They also included a projected \$1.2 million in volume increases, due principally to business and



committee calendars, the *Congressional Record*, congressional bills, and other workload categories. These cost increases will be covered by the prior year funds transferred to the Revolving Fund. Funding for the 2012 edition of the U.S. Code is not included in our requirements for FY 2014.

Salaries and Expenses Appropriation of the Superintendent of Documents We are requesting \$35.8 million for this account. This amount represents an increase of about \$600,000, or 1.7%, compared with the funding provided in P.L. 112-175. It represents an increase in the level of funding provided by P.L. 113-6: \$4.3 million over the pre-sequester level and \$4.4 million over the post-sequester level as determined under section 253(f)(2) of the BBEDCA.

Our total requirements for FY 2014 are projected to be \$39.3 million. This includes \$3.5 million in projects to upgrade and enhance the Integrated Library System (\$2.1 million), development of the National Bibliographic Records Inventory (\$700,000), and the second phase of an inventory and preservation process related to FDLP collections currently stored at GPO facilities (\$700,000). There is approximately \$3.3 million in remaining unexpended balances from the Salaries and Expenses Appropriation from FY 2008. We will request authority to transfer these funds to the Revolving Fund to cover the majority of these project costs.

With the transferred funds, the requested funding will cover mandatory pay and related cost increases of \$266,000. Merit and other pay increases are included for 114 FTE's. In addition, the requested funding covers projected price level increases of \$343,000, including ongoing systems maintenance and FDsys operating expenses.



Revolving Fund We are requesting \$12.9 million for this account, to remain available until expended, to fund essential investments in information technology development, digital equipment, and necessary facilities repair. This amount represents an increase of \$12.4 million compared with the funding provided in P.L. 112-175. It also represents an increase in the level of funding provided by P.L. 113-6: \$8.9 million over the pre-sequester level and about the same amount over the post-sequester level as determined under section 253(f)(2) of the BBEDCA.

The request includes \$7.4 million for information technology development, including \$6.5 million to continue developing FDsys, \$500,000 to modernize GPO's data center, and \$415,000 for our Oracle business system improvements. FDsys provides digital information production and dissemination services for Congress, and GPO's IT systems support other GPO programs providing Congress with its information product needs. In addition, we are requesting \$4 million to purchase and install a digital bindery line for congressional work, which yield future savings in plant production operations. We are also requesting approximately \$1.5 million to continue with elevator repairs and renovate a rooftop training room that is currently leaking water onto recently renovated elevators.

National Academy Of Public Administration Study

As directed by Congress in the conference report accompanying the Legislative Branch Appropriations Act for FY 2012 (P.L. 112-74), the National Academy of Public Administration conducted a study on "updating a review of GPO's operations and additional cost saving opportunities beyond what GPO has already instituted, if any." The Academy reported its findings to the Committees on Appropriations of the House of Representatives and the Senate and has released its report titled, *Rebooting the Government Printing Office: Keeping American Informed in the Digital Age.* We are pleased to see the report affirms that "GPO's core mission of authenticating, preserving, and distributing Federal information remains critically important to American democracy" in the digital age, and we think the report offers a number of thoughtful, useful recommendations to strengthen our business model for the future.

Overseen by a panel of distinguished Academy fellows and conducted by a team of Academy professionals, the 10-month study involved extensive data analysis and review supplemented by interviews with GPO management, employees, and labor representatives as well as stakeholders from the congressional, Federal agency, library, and printing communities. The resulting report contains 27 findings and 15 recommendations.

The focus of the Academy's report is the need for GPO—and the rest of the Federal Government—to continue "rebooting" for the digital age. While pointing out that "GPO's leaders have made considerable progress in transforming the agency into an efficient, future-oriented organization," and that the agency has "expanded products and services for the digital age and made difficult decisions to ensure that revenues are in line with expenditures," the report makes recommendations designed to help position GPO and the Federal Government to continue meeting the challenges of an increasingly digital world.

The Academy's report calls for GPO to "serve as a critical player in the collaborative development of a government-wide strategy" for managing the lifecycle of Government information. To strengthen GPO for the future, it recommends that we continue offering an expanded set of services for the digital age, preserve the viability of the Federal depository library program, retain the production of executive branch printing, improve strategic and staffing planning, further consolidate operations, automate more agency functions, and related measures. The report also recommends exploring alternate funding models for digital products and services, expanding the sales of publications into new markets, consideration by Congress of allowing GPO to respond to state and local government requests for smart cards, and increasing our program of leasing underutilized GPO building space.

The report's recommendations have been assigned to the responsible GPO business units for the development of plans for carrying them out. We are committed to our mission of Keeping America Informed and will continue to transform to meet the changing information needs of Congress, Federal agencies, and the public. Earlier this year, I sent a letter to the Academy thanking the panel of Academy fellows who oversaw the study and the Academy's professional staff for their thorough review of GPO's operations and the recommendations they have made to strengthen our mission and services.



GPO and **Sequestration**

Last August I designated a group of GPO managers to begin planning for the sequester, which at that time was scheduled for January 2013. Along with providing information to the Office of Management and Budget (OMB) to be made part of the President's report required by the Sequestration Transparency Act of 2013, they prepared options for spending reductions and other measures to offset the impact of the sequester on GPO resources and operations.

Our sequester planning was initially based on the potential impact of a 5% sequester on our appropriated funding level as provided by P.L. 112-175, or \$6.3 million. The resulting sequester on our appropriations totaled approximately \$1.6 million, as computed under section 253(f)(2) of the BBEDCA.

However, we remain deeply concerned that there could be significant reductions in revenue to our Revolving Fund if Federal agencies order less work from GPO as the result of the sequester's impact on their budgets. The full extent of this reduction is not known, though data for the fiscal year to date show that revenue from printing procurements is down by approximately 8%. We are also seeing a reduction in revenues in our plant production operations, which produce both agency and congressional work, of about 11% to date. (At the same time, income from our passport production operation has increased over the previous year, by about 25%, resulting in flat revenue for GPO overall the year to date compared with last year).

To offset the effect of reduced revenue in agency printing procurement and plant printing operations, we have implemented freezes on hiring, overtime, performance awards, outside training, administrative travel, and maintenance not required for health or safety. We are also defering selected technology and infrastructure development projects approved by the Joint Committee on Printing for FY 2013. Based on financial data through the end of March, these steps appear to be working by reducing overhead costs while our revenues remain flat overall. However, if these actions prove to be insufficient to absorb the effects of reduced business from other agencies, we may be required to resort to furloughs. GPO's employees have been informed of this potential and both labor and management representatives have been negotiating on how furloughs would be carried out should they be needed.

Chairwoman Shaheen, Ranking Member Hoeven, and Members of the Subcommittee, thank you again for inviting me to be here today. This concludes my prepared statement, and I am prepared to answer any questions you may have.





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