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

On GPO's Appropriations Request For FY 2019

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U.S. GOVERNMENT PUBLISHING OFFICE

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Mr. Chairman and Members of the Subcommittee, I am pleased to present the appropriations request of the U.S. Government Publishing Office (GPO) for FY 2019.

THE U.S. GOVERNMENT PUBLISHING OFFICE

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

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

GPO

Along with sales of publications in digital and tangible formats to the public, we support openness and transparency by providing permanent public access to Federal Government information at no charge through our Federal Digital System (FDsys, at www.fdsys.gov) and its successor system [govinfo](http://www.govinfo.gov) (www.govinfo.gov), which in December 2017 moved out of beta. Today these systems make more than 2.2 million Federal titles available online from both GPO and links to servers in other agencies. In 2017 FDsys averaged 45 million retrievals per month. We also provide public access to Government information through partnerships with more than 1,100 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

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

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

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

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

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



GPO AND CONGRESS

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

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

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

GPO Cuts the Cost of Congressional Work GPO's use of electronic information technologies has been the principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980, as GPO replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.6 million, the equivalent in today's dollars of \$290.4 million. By comparison, our approved funding for FY 2018 was \$79.5 million, a reduction of more than 72% in constant dollar terms.

Since 2010, we have achieved a 25% reduction in the constant dollar value of the Congressional Publishing Appropriation, consistent with the continuing transformation of our technology profile, the control of costs, and collaboration with Congress in carrying out measures reducing print distribution in meeting the information needs of the Senate and House of Representatives. Annual appropriations for Congressional Publishing have been at or below \$79.7 million in each year FY 2014-18.

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

GPO AND FEDERAL AGENCIES

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.

Partnership with Industry Other than congressional and inherently governmental work such as the *Federal Register*, the *Budget*, and security and intelligent documents, we produce virtually all other Federal agency information products via contracts with the private sector printing and information product industry issued by our central office and



regional GPO offices around the country. In 2017, this work was valued at approximately \$340 million, and represented about 82,600 orders. More than 10,000 individual firms are registered to do business with us, the vast majority of whom are small businesses. 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.

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

Since 2008, we have also served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. We have been certified by the General Services Administration (GSA) to graphically personalize Homeland Security Presidential Directive 12 (HSPD-12) cards for Federal agencies. To date, we have produced more than 16.9 million secure credential cards across 11 different product lines. Among them are the Trusted Traveler Program's (TTP) family of border crossing cards — NEXUS, SENTRI, FAST, and Global Entry — for the Department of Homeland Security (DHS), which are used by frequent travelers across U.S. borders. Another card produced for DHS is the Transportation Worker Identity Card (TWIC). We produce a Border Crossing Card (BCC) that is issued by the DOS for authorized travel across the Mexican border. We also produce secure law enforcement credentials for the U.S. Capitol Police that are used in Presidential inaugurations.



GPO AND OPEN, TRANSPARENT GOVERNMENT

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

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

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

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

The FDLP today serves millions of Americans through a network of more than 1,100 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. Print and some microfiche products remain important depository library resources today, particularly in regional depository library collections nationwide, while the Program has expanded significantly over the past 25 years to incorporate digital information products, and today is supported by FDsys and **govinfo** along with other digital resources. The growing reliance on digital content underscored the first digital-only Federal depository library designation in 2014. In FY 2017, one new Federal depository library entered the program as digital-only, while 8 existing depository libraries converted to all-digital status.

GPO

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

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

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

GPO Achieves Savings in Information Dissemination In 1995, the first full year of our online operations, the cost of producing and distributing millions of copies of printed publications to Federal depository libraries nationwide was funded at \$17.6 million, the equivalent today of \$28.9 million in constant dollars. For FY 2017, we funded this function at \$8 million, a reduction of more than 72% in constant dollar terms. Along with appropriations to GPO's Business Operations Revolving Fund, we have used the savings from reduced printing and distribution costs to pay for the establishment and operation of our digital information dissemination operations, achieving additional savings for the taxpayers and vastly expanding public access to Government information.

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



Reimbursable Distribution Program We operate distribution programs for the information products of other Federal agencies on a reimbursable basis, including the General Services Administration (GSA) and the Federal Trade Commission (FTC), from our fulfillment facilities in Pueblo, CO, and Laurel, MD. This program saves money for participating agencies by permitting them to take advantage of GPO's centralized capabilities and economies of scale and contributes significantly to GPO's bottom line.

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

GPO'S FINANCES

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

from our two annual appropriations: the Congressional Publishing Appropriation and the Public Information Programs of the Superintendent of Documents Appropriation.

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

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



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 2017, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 21st consecutive year GPO has earned such an audit result.

FY 2017 Financial Results Revenue totaled \$874.3 million and resulted in net income of \$38.3, excluding income planned to be invested in passport-related capital assets and funds resulting from a downward adjustment to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA).

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

FY 2019 APPROPRIATIONS REQUEST

GPO is requesting a total of \$117,000,000 for FY 2019. This is \$68,000 less than the level of funding provided in the Consolidated Appropriations Act, 2018. Through FY 2018, total GPO appropriations have declined by nearly 21% since FY 2010 and are currently at their lowest level since then.

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

**Total Appropriations to GPO
FY 2010-2018 and FY 2019 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 (Requested)



Our FY 2019 request will enable us to:

- meet projected requirements for congressional publishing;
- fund the operation of the public information programs of the Superintendent of Documents; and
- develop information technology, including IT security, and perform facilities maintenance and repairs that support our congressional publishing and public information programs operations.

Congressional Publishing Appropriation We are requesting \$79,000,000 for this account, which is \$528,000 less than the level of funding provided in the Consolidated Appropriations Act, 2018.

Continuing requirements under this account for FY 2019 are funded at \$75,339,000, and represent a reduction of 5.3% from the FY 2018 level of funding. Our request for FY 2019 includes \$3.7 million in funding for the production of the 2018 edition of the U.S. Code, which is carried out every 6 years in accordance with law.

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

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

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 (Requested)

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

The estimated requirements for FY 2019 include a projected price level increase of \$2,038,000, primarily to cover employee pay increases equivalent with those paid Government-wide as well as other materials and supplies price increases. An additional increase of \$1,316,000 is required for program changes, primarily to cover the cost of producing the 2018 Edition of the U.S. Code, which will be offset by anticipated decreases in volume requirements for business and committee calendars, the *Congressional Record*, hearings, documents, and committee prints. In order to keep funding for this account stable at \$79,000,000, we will cover the projected increase in cost over the approved funding level for FY 2018, or \$3,882,000, out of the balances of unspent prior year appropriations transferred to GPO with the approval of the Appropriations Committees. The balance of those transferred funds remains available to pay for GPO's critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace our 30+ year old Microcomp system which is used for the preparation of congressional documents for digital and print access, as well as other congressional information projects.

Public Information Programs of the Superintendent of Documents We are requesting \$32,000,000 for this account, which is \$3,000,000 more than the level of funding provided in the Consolidated Appropriations Act, 2018.

FY 2018 funding for this appropriation has declined by more than 29% since FY 2010, as the result of our continuing transition to digital technology and products which has made the increased dissemination of official Government information to the public less costly and more efficient. The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 114-110.

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

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 (Requested)



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

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

Business Operations Revolving Fund We are requesting \$6,000,000 for this account, to remain available until expended, for information technology projects. This compares with \$8,540,000 that was appropriated for FY 2018. 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, which has expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats, as well as other essential IT projects. Our request this year includes necessary expenses associated with enhancing the cybersecurity of GPO's IT systems in the wake of successful cyberattacks this past year against the Office of Personnel Management.

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

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 (Requested)

GPO

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

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

Cybersecurity Projects - \$1,000,000

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

Mr. Chairman and Members of the Subcommittee, before concluding I want to express our deep appreciation for the support you gave to our FY 2018 appropriations request. Equally as important, it is a pleasure to work with both your majority and minority staffs. This completes my prepared statement and I will do my best to answer any questions you may have.