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**Prepared Statement before the
Committee on House Administration,
U.S. House of Representatives,
for a Hearing on: GPO in 2023:
Keeping America Informed in a Post-Print World**

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10:30 a.m.

Madam Chairman Miller, Ranking Member Brady, and Members of the Committee on House Administration, thank you for inviting me here today to discuss “GPO in 2023: Keeping America Informed in a Post-Print World.” Quite simply, GPO will accomplish this task through our ongoing transition to a digital future.

GPO is transforming from a print-centric to a content-centric publishing operation. By 2023, we expect the organization to be fully rooted in a digital strategy with a name change to the Government Publishing Office to fully reflect our expanded capabilities and to emphasize that we are not just an organization that prints ink on paper.

The implementation of a digital transformation is consistent with the goals outlined in President Obama’s Roadmap for a Digital Government (Digital Government: Building a 21st Century Platform to Better Serve the American People, May 2012). It is also consistent with the recommendations submitted by the National Academy of Public Administration (Rebooting the Government Printing Office: Keeping America Informed in the Digital Age, January 2013) regarding GPO’s transition to a digital future. This study was directed by Congress in the conference report accompanying the Legislative Branch Appropriations Act for FY 2012 (P.L. 112-74) to update a review of GPO’s operations. 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. We were pleased to see the Academy’s report affirm 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 many thoughtful, useful recommendations to strengthen our business model for the future.



As part of our transformation, GPO will continue to develop an integrated, diversified product and services portfolio that primarily focuses on digital. Although industry experts predict tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to the digital format, we recognize that the volume of tangible print that is requisitioned from GPO will continue to decline.

To ensure that GPO is prepared for 2023 and beyond, we are committed to a strategic vision that emphasizes the creation of a digital information platform because it will provide an opportunity to diversify into cross-media products. In addition, our rolling five-year strategic plan and investments in technology will continue to support this vision.

GPO: Official, Digital, Secure

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 <http://www.fdsys.gov>), which today makes more than 900,000 Federal titles available online from both GPO's servers and links to servers in other agencies, and sees an average of 40 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, <http://www.gpo.gov>, we communicate with the public routinely through social media, including Twitter twitter.com/USGPO, YouTube <http://www.youtube.com/user/gpoprinter>, Facebook <http://www.facebook.com/USGPO>, a Government book blog, and Pinterest <http://pinterest.com/usgpo/>. We recently entered into a partnership with Outbrain to expand the reach of our digital presence.

History

From the Mayflower Compact to the Declaration of Independence and the documents leading to the creation and ratification of the Constitution, America is a nation based on documents, and our governmental tradition since then has reflected that fact. Article I, section 5 of the Constitution requires that "each House shall keep a journal of its proceedings and from time to time publish the same." After 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 — including the Emancipation Proclamation, the legislative publications and acts of Congress, Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, passports, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Afghanistan, the 9/11 Commission Report, Presidential inaugural addresses, and Supreme Court opinions. This work goes on today, in both digital and print forms.

Strategic Vision

As I testified in May 2013 at my confirmation hearing before the Senate Rules and Administration Committee, and as the National Academy of Public Administration has recognized, GPO is not just for printing any more. As Acting Public Printer from January 2012 to August 2013, I set a course for the agency to expand the digital services we provide, and we have re-branded GPO as the *Official, Digital, Secure* provider of information products and services for Congress, Federal agencies, and the public. Now that I am the Public Printer, I will continue to follow this path.



As I also testified before the Senate, I believe GPO's name should be changed to the Government Publishing Office. This name would more accurately reflect the reality that today we provide a broadening menu of digitally-based services to serve the information product needs of Congress, Federal agencies, and the public. While some printing may continue to be required by Congress and Federal agencies for certain official, archival, and other purposes, the fact is that today the provision of information in digital formats is a fundamental component of our mission. A significant share of our appropriations for congressional printing and binding and the salaries and expenses of the Superintendent of Documents, as well as for investments in new technology and services, already are for the creation and dissemination of Government information in digital formats. As a review of our strategic plan demonstrates, GPO is committed to advancing its digital future on behalf of Congress, Federal agencies, and the public we serve.

Strategic Plan

GPO's strategic plan is updated annually, and we use a system of reporting results based on that plan. These are available for public review at <http://www.gpo.gov/about/>.

Our plan is built around 4 continuing strategic goals: satisfying our stakeholders, offering products and services, strengthening our organizational foundation, and engaging our workforce. The plan provides the blueprint for how GPO will continue to achieve its mission of *Keeping America Informed* with an emphasis on being *Official, Digital, Secure*. GPO's senior managers convene at the beginning of the fiscal year to review the plan and approve it before it is issued.

The situational analysis posits that GPO's customers are involved in the digital world and understand technological change. Accordingly, it is important that GPO fosters an environment that embraces change and innovation, which leads to new products and services, new methods, and new ways of thinking. While tangible printing still continues today at GPO, the demand for printed publications is declining. The number of copies of the *Congressional Record* produced overnight has fallen from more than 18,000 daily, when GPO first put the Record online in 1994, to about 2,500 today. In our print procurement operation, which serves the needs of Federal agencies through a partnership with private sector print and information product industry, we are seeing declines in the volume of work ordered. At the same time, there has been an exponential growth in digital requirements by Congress and Federal agencies. Moreover, the public – including the library and Government information user communities – has signaled its strong desire for increased access to Government information digitally.

GPO has changed to anticipate and accommodate those requirements. The content received from Congress and Federal agencies needs to be managed through a life cycle process that supports the primary requirement to make the digital version of publications permanently available online, and to print only when required or otherwise necessary, a policy that is consistent with the President's executive order of November 2011 dealing with printing.

In transforming its business model, GPO is focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise with digital systems to provide both permanent public access to Government information in a variety of formats and the most efficient and effective means for printing when required, all within a secure setting that is responsive to the customer's needs.



Technology Transformation

GPO has continually transformed itself throughout its history by adapting to changing technologies. In the ink-on-paper era, this meant moving from 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 over 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.

While transforming to an increasingly digital footing, GPO continues to provide an array of printing services to support the needs of Congress, Federal agencies, and the public. GPO is retooling its print operations to utilize a smaller, more flexible, more digitally-based equipment profile than previously. In early FY 2014 we will install a new zero make-ready press to support congressional printing requirements, which will replace two aging presses that have been in place since 1979. Our annual spending plan for FY 2014 includes the acquisition of a new digital binding line to replace our automated binding line that has been in place since 1983. Likewise, we are continually reviewing other product and equipment options to ensure that printing is produced with the most efficient, effective technologies available.

As a result of these sweeping technology changes — digital products, equipment, and processes — GPO is now fundamentally different from what it was as recently as a generation ago: 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. As we prepare GPO for the Government information environment and technology challenges of 2023, our transformation is continuing with the development of new ways of delivering Government information, including apps and bulk data download files.



Roadmap for a Digital Government

The President's Roadmap for a Digital Government sets out to accomplish three things:

- Enable the American people and an increasingly mobile workforce to access high-quality digital Government information and services anywhere, anytime, and on any device.
- Ensure that as the Government adjusts to this new digital world, we seize the opportunity to procure and manage devices, applications, and data in smart, secure, and affordable ways.
- Unlock the power of Government data to spur innovation across our Nation and improve the quality of services for the American people.

To drive the transformation to a digital Government, the Roadmap is built on four overarching principles:

- An Information-Centric approach, that moves us from managing documents to managing discrete pieces of open data and contact which can be tagged, shared, secured, mashed up, and presented in the way that is most useful for the consumer of that information.
- A Shared Platform approach, that helps us work together, both within and across agencies, to reduce costs, streamline development, apply consistent standards, and ensure consistency in how we create and deliver information.
- A Customer-Centric approach, that influences how we create, manage, and present data through websites, mobile applications, raw data sets, and other modes of delivery, and allows customers to shape, share, and consume information, whenever and however they want it.
- A platform of Security and Privacy that ensures this innovation happens in a way that ensures the safe and secure delivery and use of digital services to protect information and privacy.



GPO's transformation has been following the President's Roadmap for a Digital Government. GPO's strategic plan focuses on customer needs and requirements. In re-branding our operation as *Official, Digital, and Secure*, we have focused on a content- or information-centric approach, with an emphasis on data security and delivery as well as protecting information and privacy. We are increasingly employing a shared-platform approach to data delivery by partnering with other agencies to reduce costs and streamline development. We are providing public access to information through a growing array of mobile apps, and we have begun to introduce data sets that can be downloaded in bulk and mashed up in different ways.

GPO and Congress

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 mobile Web 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 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* dating from 1873 to 1998, to make them more broadly available to Congress and the public. On September 17, 2013, Constitution Day, GPO and the Library jointly announced the results of a project to produce and update the *Constitution Annotated*, via the Web, an app, and the centennial edition of the print version.

In 2011, we introduced our first mobile Web app, the *Mobile Member Guide*, which provided the public with quick, easy access to information on Members of the 112th Congress. We are updating the app for the 113th Congress. In September 2013, we released a limited version of the *113th Congress Mobile Member Guide* app, which contained data equivalent to the *Congressional Pictorial Directory*, with further updates to be completed later this year. We have collaborated with LOC for the creation of an iPad app for the daily *Congressional Record*, and 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.

For the last two years, GPO has been a participant and presenter at the House Legislative Data and Transparency Conference, along with staff from other legislative branch agencies, data users, and transparency advocates. This year, GPO discussed preservation objectives, practices, and strategies that ensure legislative content is permanently available in electronic format. We also presented information on a committee vote utility initiative that will record and organize the votes of each committee member in an XML format into the committee report, which will take the place of users having to type in the Member names and vote results for commonly taken votes.

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 began making House bills in XML format available with the opening of the 113th Congress. Making information available in XML permits data to be reused and repurposed not only for print output but for conversion into ebooks, apps, and other forms of content delivery, including data mashups and other analytical tools by third party providers, which contribute to openness and transparency in Government. For users for whom access to the authenticated versions of congressional and other Government publications is critically important, we make available digitally-signed files in PDF format that match the printed document. We are currently working with the Library of Congress to expand access to other House legislative information in XML bulk data format.



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 produced by GPO, including travelers holding U.S. passports, 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, 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.

For the past two years we have made the *Budget of the U.S. Government* available as a mobile app. For this work, in 2012 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. This year, the FY 2014 *U.S. Budget* information on FDsys had nearly 122,000 users in the first few days of availability, and our mobile Web app had approximately 62,000 users.

With the Office of the Federal Register (OFR), we 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. Additionally, GPO and the OFR were honored for the innovative use of PKI for authenticating electronic submissions to the *Federal Register*. The two agencies jointly received a Business Value Award from the Four Bridges Forum, a coalition among major Federal agencies, the pharmaceutical and healthcare industries, aerospace and defense contractors and colleges and universities to facilitate trusted electronic business transactions.

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 secure remote facility in Mississippi—is now the most secure identification credential obtainable. In 2012, we passed the milestone of producing the 75 millionth electronic passport. Earlier this fiscal year, we were directed by the Department of State to begin work on development of the next generation passport, a project that we now have currently underway.

Since 2008, we have served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. Our secure credential unit has been certified by the General Services Administration (GSA) as the only government-to-government provider of credentials meeting the requirements of Homeland Security Presidential Directive 12 (HSPD-12). In May 2013, following the approval of the Joint Committee on Printing, we began card production operations at our facility in Mississippi.



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), Federal Digital System (FDSys), Publications Sales, and Social Media.

Federal Depository Library Program (FDLP)

GPO operates 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 the 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 limited to the distribution of printed and microfiche products, the FDLP today is primarily digital, supported by FDsys and other digital resources.

Federal Digital System (FDsys)

GPO has been providing online access to congressional and Federal agency documents since 1994. Today, 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 has increased substantially. Earlier this year, FDsys recorded its 500 millionth document retrieval since replacing *GPO Access*. Currently, the system serves as a secure preservation repository for nearly 900,000 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 FY 2013, we partnered with the Treasury Department on a pilot project to make digitized content from the Treasury library available on FDsys. Through the pilot project, the Treasury Reporting Rates of Exchange, 1956-2005, which list the exchange rates of foreign currencies based on the dollar, are now available on FDsys. Over the next year, additional historical documents within the Treasury's library collection will be made available on FDsys. We will also add the Official Register of the United States for the time period 1829-1861 and 1879-1959. There are plans to add a publication with information about the Federal workforce, including the name of every employee, their job title, state or country of birth, the location of their post, and their annual salary. 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, FDsys achieved a record number of visits to the site over a five-day period. During the recent Government shutdown, the public's use of FDsys spiked to unprecedented levels.



Publication and Information Sales Program

Along with the FDLP and FDsys, which are no-fee public access programs, GPO provides public access to official Federal information through public sales featuring secure ordering through an online bookstore, a brick and mortar bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector to 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, Google's eBookstore, Barnes & Noble, OverDrive, Ingram, Zinio, and other online vendors 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. Additionally, we are working with this Committee to make various publications, including *Women in Congress*, *Black Americans in Congress*, and *Hispanic Americans in Congress*, available as eBooks.

Challenges

The decline in printing government-wide has reduced the amount of work we produce through our longstanding partnership with the private sector printing and information product industry. However, this partnership achieves significant savings and efficiencies for the printing that it continues to produce, and in the process generates private sector jobs nationwide. We have long advocated that where Federal agency printing is required, this partnership is the most cost-effective way of producing it. We were interested to see the results of a recent Government Accountability Office study, conducted at the request of the Joint Committee on Printing, that identified approximately 80 Federal printing plants still in operation. Additional savings for taxpayers can occur if the work these plants are producing is transferred instead to GPO's partnership with the private sector printing and information product industry.

The report of the National Academy of Public Administration contains 27 findings and 15 recommendations, organized under three general headings: Positioning the Federal Government for the Digital Age, Strengthening GPO's Business Model, and Building the GPO of the Future. The 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 human capital planning, further consolidate operations, automate more agency functions, and other measures. We agree with many of the recommendations, and they have been assigned to the responsible GPO business units for the development of plans for carrying them out. In addition, as we recently announced, I have reorganized the GPO organizational structure to focus on responding to and implementing recommendations in the Academy's report.

However, we have no intention of charging public users a fee to access content available through FDsys. GPO is committed to no-fee, permanent, public access to FDsys as a fundamental element of our mission of *Keeping America Informed*, as I wrote to the CASSANDRA (Concerned Government Information Professionals) library group in March 2013. As you know, no-fee access to Government information provided via the Federal Depository Library Program is guaranteed by statute (4 U.S.C. 1911). There are other alternatives to help assure continued funding for FDsys that we are developing. Through the FDsys service model we have an opportunity to leverage the FDsys platform and charge the agencies on a cost-recovery basis. This is consistent with our strategy to create a program of reimbursable services for agencies to help manage their life cycle information requirements.

Our vision of transforming GPO to a content-centric operation featuring predominantly digital services requires continuing investment, a challenge in this era of continuing fiscal constraint. Since FY 2011, GPO has worked hard to reduce expenses, especially the costs for overhead, which in previous years had escalated significantly. In FY 2012, with the approval of this Committee and the Senate Committee on Rules and Administration, we conducted a buyout that reduced staff levels 15% and resulted in workforce restructuring which eliminated several management layers. With additional restrictions on travel, awards, and other discretionary expenses, we succeeded in reducing overhead costs to 2008 levels.



For FY 2012, we realized net income of \$2.9 million, net of a \$2.4 million adjustment in long-term workers compensation liability as established by the Department of Labor.

The cost reductions we have achieved, combined with appropriations for investment and funds generated by positive job performance since 2011, have allowed us to make key strategic investments to support the continued development of FDsys, investment in new, more flexible equipment, the implementation of a COOP capability for secure credentials, and other improvements. In FY 2013, in spite of a significant reduction in appropriations and the sequester, we managed to maintain a positive financial record while generating additional funds for investment in upcoming next generation passport requirements. A major challenge to GPO will be managing its finances to ensure a continued ability to make the investments necessary to keep us moving forward while covering the costs we are obligated to incur as a Federal agency.

Madam Chairman Miller, Ranking Member Brady, and Members of the Committee, once again I appreciate the opportunity to discuss GPO's strategic direction with you, and I look forward to any questions you may have.





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