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On the Appropriations Request of the U.S. Government Printing Office for FY 2015

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Chairwoman Shaheen, Ranking Member Hoeven, and Members of the Subcommittee on Legislative Branch Appropriations, I have the honor to submit the appropriations request of the Government Printing Office (GPO) for fiscal year 2015. As background, my prepared statement provides an overview of GPO's functions and operations.

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 an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. Total GPO employment today is 1,879.

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 nearly one million Federal titles available online from both GPO's servers and links to servers in other agencies, and in 2013 averaged 38.7 million downloads per month (with a spike up to 47.5 million retrievals during the recent Government shutdown). There have been over 1 billion retrievals from this system since it replaced our original Web site, *GPO Access*. 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 via Twitter **twitter.com/USGPO**, YouTube **http://www.youtube.com/user/gpoprinter**, Facebook **http://www.facebook.com/USGPO**, our Government Book Blog **govbooktalk.gpo.gov**, and most recently Pinterest **http://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." 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 — 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 and Plan

GPO is transforming from a print-centric to a content-centric publishing operation. In FY 2015 and the years ahead, 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 digital formats, we recognize that the volume of tangible print that is requisitioned from GPO will continue to decline.

Our five-year strategic plan, 2014-2018, which is available for public review at **www.gpo. gov/about/**, is built around four 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.

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.

As a result of these sweeping technology changes, 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 the future, our 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 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 legislative business of Congress. 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 through continuity-of-operations (COOP) planning.

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 makes them available 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 to support its new Congress.gov system as well as the legislative information systems the Library makes available to House and Senate offices. We are 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.

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 $259 million. By comparison, our approved funding for FY 2014 is $79.7 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 6,450. Today, we have 1,879 employees on board, representing a reduction of 4,571, or more than 70%. This is the smallest GPO workforce of any time in the past century.

Highlights of FY 2013 Congressional Work

In 2013, we released a version of the 113th Congress Mobile Member Guide app, which contains data equivalent to the *Congressional Pictorial Directory*, with further updates to be completed this year.

At the direction of the House Appropriations Committee, and in support of the House's task force on bulk data, in 2013 we worked with the Library of Congress to make House bill summaries prepared by the Congressional Research Service available in XML bulk data format, from the beginning of the 113th Congress. This follows the work we have done to make House bills available in XML bulk data format, beginning with the 113th Congress.

Under the leadership of the Senate Committee on Rules and Administration, on September 17, 2013, Constitution Day, GPO and the Library of Congress jointly announced the results of a project to produce and update the *Constitution Annotated*, via the Web, an app, and a new print version. The 2013 edition marks the centennial of this highly regarded Senate document, which now is more broadly accessible than ever, with a new schedule for digital updates as Supreme Court decisions are announced.

The 2013 Presidential inauguration included the work GPO provided 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 at the request of the U.S. Capitol Police, as we did for the 2009 Presidential inauguration.

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. GPO does not receive appropriations to produce work for Federal agencies. Instead, we provide products and services on a reimbursable basis.

Highlights of FY 2013 Agency Operations

For the past two years we have made the *Budget of the U.S. Government* available as a mobile app. In 2013, the FY 2014 *Budget* on FDsys had nearly 122,000 users in the first few days of availability, and our mobile Web app had approximately 62,000 users.

One of GPO's major agency customers is the Office of the Federal Register (OFR), which produces the daily *Federal Register* and related publications such as the *Code of Federal Regulations*, and other key information products like the *Daily Compilation of Presidential Documents* and the *Public Papers of the President*. GPO produces these publications in both digital and print formats.

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 2013, we began work on development of the next generation passport, a project that we now have 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 2013, following the approval of the Joint Committee on Printing, we completed the installation of a COOP capability for card production at our facility in Mississippi on time and under budget, and began operations.

Partnership with Industry

Other than congressional and other 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. In 2013, this work amounted to about $300 million. 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 great 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. These programs include the Federal Depository Library program (FDLP), Federal Digital System (FDsys), Publications Sales, and social media.

Federal Depository Library Program (FDLP)

The FDLP has legislative antecedents that 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 three 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, under the requirement of chapter 41 of Title 44, U.S.C. 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. Currently, FDsys serves as a secure preservation repository for nearly one million individual titles from all three branches of the Government, the only system of its kind in operation today. Public utilization of FDsys has increased substantially. In 2013, FDsys averaged 38.7 million downloads per month, with a spike up to 47.5 million retrievals during the recent Government shutdown. There have been more than 1 billion documents retrieved from FDsys since it replaced our original Web site, *GPO Access*. GPO is continually adding collections to FDsys to provide increased public access to Government information.

GPO Achieves Savings in Information Dissemination

In 1995, the first full year of our online operations, the cost of printing and distributing millions of copies of printed publications to Federal depository libraries nationwide was funded at $17.6 million, the equivalent of $26.9 million in constant dollars. For FY 2015, we are proposing to fund this function at $8.7 million, a reduction of more than 67% in constant dollar terms. Along with appropriations to GPO's 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.

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 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, Google's eBookstore, Barnes & Noble, OverDrive, Ingram, Zinio, and other online vendors to make popular Government titles such as the *Financial Crisis Inquiry Report* available as eBooks. Additionally, we are working with Congress to make various publications, including *Women in Congress*, *Black Americans in Congress*, and the upcoming *Hispanic Americans in Congress*, available as eBooks.

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 2013, we had 2,731 likes on Facebook, 5,000 followers on Twitter, and 93,705 views across nearly

53 videos on YouTube. Our book blog, Government Book Talk, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions. In February 2013, we started up a presence on Pinterest and now have 288 followers pinning on 15 boards of Federal Government information.

GPO's Finances

Revolving Fund All GPO activities are financed through a business-like Revolving Fund. The fund is used to pay all of GPO's costs in performing congressional and agency printing and publishing, printing procurement, and distribution activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from GPO's two annual appropriations: the Congressional Printing and Binding Appropriation and the Salaries and Expenses Appropriation of the Superintendent of Documents. Our appropriations constitute approximately 15% of our total revenues.

Appropriated Funds GPO's Congressional Printing and Binding Appropriation is used to reimburse the Revolving Fund for costs of publishing the documents required for the use of Congress in digital and print formats. The Salaries and Expenses Appropriation of the Superintendent of Documents is used to pay for costs associated with depository distribution, cataloging and indexing, statutory distribution, and international exchange distribution. The reimbursements from these appropriations are included in GPO's Revolving Fund as revenue for work performed.

FY 2013 Financial Results Revenue totaled $719 million while total expenses were $689 million. The expenses include a $1.4 million beneficial adjustment reflecting a decrease in the GPO long term liability for workers' compensation. Before that adjustment and net of the accumulation of $20.7 million in reimbursements from the State Department reserved for capital investment supporting passport production, GPO's operating net income was $7.3 million. Our financial statements are audited annually by an independent third party contracted for by our Office of Inspector General, and we routinely receive an unqualified or "clean" opinion.

FY 2015 Appropriations Request

We are requesting a total of $128,919,000 for FY 2015, an increase of $9,619,000 or 8.1% over the level of funding provided for FY 2014 in P.L. 113-76. The increase is primarily attributable to the Congressional Printing and Binding account due to a reduction in the availability of unexpended prior year funds to offset new funding requirements. The other significant component of our increased request is for support of GPO's Federal Digital System (FDsys) and our Composition System Replacement project as well as necessary facilities maintenance and repairs.

GPO's appropriations request for FY 2015 will enable us to:

- meet projected requirements for GPO's congressional printing and binding operations;
- 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 and GPO's Composition System Replacement project and carry out necessary facilities maintenance and repair projects.

Congressional Printing and Binding Appropriation

We are requesting $85,400,000 for this account. This represents an increase of $5,664,000 or 7.1% over the level approved in P.L.113-76. Rather than representing an increase in congressional printing and information product requirements, the increase is due primarily to the reduced availability of unspent prior year funds that can be used for this account.

For FY 2014, we estimated that total congressional printing and binding requirements would be $89,487,000. We plan to use $9,751,000 of transfers from the unexpended balances of prior year appropriations to help offset these requirements. This reduced our need for new funding to $79,736,000, the level that has been approved for FY 2014.

For FY 2015, we estimate that total congressional printing and binding requirements will be $90,713,000, an increase of $1,226,000 or 1.4%, which is a third less than the anticipated 2.1% inflation increase. We plan to use $5,313,000 that is available in unexpended prior funds to offset these requirements, resulting in our request for $85,400,000 in new funding. We are continuing to monitor the liquidation of outstanding obligations against our prior year accounts, and should additional prior year unexpended balances become available, we will request their transfer for FY 2015 purposes.

The estimated requirements for FY 2015 include a projected price level increase of $1,895,000, based on an average 2.1% rise in printing costs. The effects of the price level increase are offset by an estimated $669,000 reduction in volume requirements. The volume estimate is derived from historical data. While volume is projected to increase for hearings, miscellaneous printing and services, bills and resolutions, and the *Congressional Record Index*, volume reductions are projected for all other congressional printing and binding categories, chiefly in the categories for the *Congressional Record*, legislative calendars, document envelopes and franks, miscellaneous publications, and committee prints.

Salaries and Expenses Appropriation of the Superintendent of Documents

We are requesting $32,171,000 for this account. This represents an increase of $671,000 or 2.1% over the funding approved in P.L. 113-76.

The funding we are requesting for FY 2015 will cover mandatory pay and related cost increases of $271,000. Merit and other pay increases are included for 94 FTE's, a reduction of 20 from the level requested for FY 2014. In addition, the requested funding covers projected price level increases of $400,000, including ongoing systems maintenance and FDsys operating expenses.

Our total requirements for this account for FY 2015 are projected to be $37,238,000. This includes $2,500,000 for the development of metadata for the digitized bound *Congressional Record* and *Federal Register*; $1,067,000 for the FDLP's digital harvesting and content management project; $1,000,000 for the historic shelflist digitization project; and $500,000 in projects to enhance public access to Web-based publications. To cover these costs, there is approximately $5,067,000 in unexpended balances from prior year accounts. We will request the Appropriations Committees for authority to transfer these funds to the Revolving Fund to cover these project costs.

Revolving Fund

We are requesting $11,347,500 for this account, to remain available until expended. This represents an increase of $3,284,000 or 40.7% over the funding provided in P.L. 113-76.

The request includes $5,331,500 for FDsys projects, including $3,800,000 for repository development, search development, and Web app and processing development, to maintain consistent delivery of new features and functionality associated with the introduction of the next generation FDsys, scheduled for FY 2015. In addition, we are requesting $1,531,500 for FDsys infrastructure improvements including test environment, development environment, storage upgrade, and additional bandwidth to accommodate continuing increases in public use. The recent report of the National Academy of Public Administration on GPO discussed the need for appropriations to provide necessary funding for FDsys.

GPO has been working on the development of our XML-based Composition System Replacement (CSR) project, which will replace our aging Microcomp composition system. The objective of the project is to match the typographical style and page layout of current printed publications, as well as support enhanced search, retrieval, data formats, and repurposing of data. In FY 2015, GPO plans to continue active development of core legislative documents, beginning with bills, resolutions, and amendments but also efforts to migrate additional publications to XML. We are requesting $3.5 million for this purpose, which will cover the costs for hardware, software, and staffing needed for project support, development and implementation.

We are also requesting $2,516,000 for facilities projects, including replacement of aging elevators and continuing repairs to our roof, acquisition of a new automated utility management system, and projects to install upgraded volt transformers, design of a "free cooling" heat exchange system, installation of an air compressor, and a new cooling system for GPO's data center.

Chairwoman Shaheen, Ranking Member Hoeven, and Members of the Subcommittee, this concludes my prepared statement. I am prepared to answer any questions you may have.