



BUDGET JUSTIFICATION

Fiscal Year 2020

GPO

U.S. GOVERNMENT PUBLISHING OFFICE
Keeping America Informed | OFFICIAL | DIGITAL | SECURE

January 22, 2019

The Honorable Tim Ryan
Chairman
Subcommittee on Legislative Branch
Committee on Appropriations
U.S. House of Representatives
Washington, DC 20515

The Honorable Cindy Hyde-Smith
Chairman
Subcommittee on Legislative Branch
Committee on Appropriations
United States Senate
Washington, DC 20510

Dear Chairman Ryan and Chairman Hyde-Smith:

I have the honor to transmit herewith the appropriations request of the United States Government Publishing Office (GPO) for Fiscal Year 2020.

Strategic Outlook GPO continues to transform 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 GPO's transition to a digital future. In recognition of this transition, in 2014 P.L. 113-235 changed our name from the 19th century-based Government *Printing* Office to the 21st century-based Government *Publishing* Office.

In FY 2020 and beyond, GPO will continue to develop an integrated, diversified product and services portfolio that focuses primarily 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 its use will continue to decline relative to the continued growth in the provision of and access to digital formats.

In transforming the way we do business, 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. GPO's Strategic Plan has been developed to carry out this vision and is available for public inspection at <https://www.gpo.gov/who-we-are/our-agency/mission-vision-and-goals>.

FY 2020 Appropriations Request As part of the Fiscal Year 2020 Legislative Branch Appropriations bill, we are requesting funding for our Congressional Publishing account, Public Information Programs of the Superintendent of Documents account, and as an addition to working capital in GPO's Business Operations Revolving Fund. Together, the Congressional Publishing and Public Information Programs accounts fund GPO's provision of congressional information products and services as authorized by law, and our provision of public access to congressional and other Government information products through statutorily-authorized information dissemination programs.

All other GPO programs and activities – including the production of U.S. passports for the Department of State as well as secure credentials as requisitioned by Federal agencies, the production and procurement of other information products and services for Federal agencies, the sales of Government information products and services to the public, and related operations – are financed on a reimbursable basis through GPO's Business Operations Revolving Fund. Our FY 2020 appropriations request includes funding as an addition to working capital for specified projects under the Business Operations Revolving Fund.

GPO is requesting a total of \$117,000,000 for FY 2020. This is the same level of funding GPO requested in FY 2019, and the same amount appropriated in FY 2019. Through FY 2019, total GPO appropriations have declined by 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 in recent years to hold the line on the level of new funding we request.

**Total Appropriations to GPO
FY 2010-2019 and FY 2020 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
2020	\$117,000,000 (Requested)

Our FY 2020 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 cybersecurity measures that support congressional publishing and public information programs operations.

Congressional Publishing Appropriation GPO is requesting \$79,000,000 for this account. This is the same amount requested in GPO’s FY 2019 budget submission for the Congressional Publishing account, and the same amount Congress appropriated in FY 2019.

Overall, the annual appropriations for Congressional Publishing have been flat since FY 2014 and 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 2010-2019 and FY 2020 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
2020	\$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.

In GPO’s FY 2019 budget submission for the Congressional Publishing account, a non-recurring amount of \$3.7 million was included to fund the production of the 2018 Edition of the *U.S.*

Code, which is carried out every 6 years in accordance with law. While the FY 2020 request for the Congressional Publishing account excludes this item, all other congressional activity in 2020 is expected to exceed the FY 2019 level by \$2.8 million. In addition, price-level and wage increases (if implemented), are expected to increase expenses to the Congressional Publishing account by an additional \$3.4 million. In order to accommodate these increases and hold the FY 2020 request for the Congressional Publishing account to \$79,000,000, GPO plans to use about \$1.7 million of prior-year transfers in GPO's Revolving Fund to support its Congressional Publishing work in FY 2020.

As shown on page D-4 of our budget justification for FY 2020, the unexpended 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 2020, so that appropriation requirements can remain stable. The balance of these funds is earmarked 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 used in the preparation of congressional documents for digital and print access, and other congressional information projects as indicated on page F-6.

Public Information Programs of the Superintendent of Documents GPO is requesting \$31,296,000 for this account, which is a reduction of \$704,000 from the amount GPO requested, and Congress appropriated, in FY 2019. This account pays for the cost of providing Federal Government publications in digital and tangible formats to 1,133 Federal depository libraries nationwide, cataloging and indexing, the distribution of documents to recipients designated by law, and international exchange distribution.

This appropriation request represents a nearly 24% reduction from the amounts appropriated in FY 2010. This reduction has been made possible by 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.

**Public Information Programs of the
Superintendent of Documents Appropriation
FY 2010-2019 and FY 2020 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
2020	\$31,296,000 (Requested)

The funding we are requesting for FY 2020 will cover mandatory pay and related cost increases, and support GPO's efforts to maintain a 100 full-time-equivalent (FTE) workforce to support the Superintendent of Documents' Public Information Programs.

Last year, GPO's FY 2019 budget request for \$32,000,000 to support the Public Information Programs account included funding to enable an increase of 11 FTE positions to achieve a 100-FTE level. GPO had requested this staffing level increase in order to handle significant increases in program activities dealing with historic document digitization and collection management, web harvesting, inventory, cataloging, and preservation of tangible collections in FDLP libraries. GPO continues to work toward that goal and the funding requested in FY 2020 would support that level of staffing.

A significant difference between GPO's FY 2020 and FY 2019 requests for the Public Information Programs account is that in FY 2019 GPO had to budget for a non-recurring \$2.0 million cost to support the production of the 2018 Edition of *U.S. Code*, which is required by statute to be carried out every 6 years. Without the need to provide for that cost in FY 2020, GPO has been able to request \$31,296,000 for the Public Information Programs account. This figure represents a net reduction of \$704,000 from GPO's FY 2019 request, even though GPO estimates mandatory pay and related increases of approximately \$1.0 million and price-level increases of \$294,000 for this account in FY 2020.

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. GPO plans to utilize carry-over balances from funds transferred to the Business Operations Revolving Fund to support high-priority information services and products funded by this account as indicated on page F-6, including the collection preservation of new and historic documents and the continued development of **govinfo** content and capabilities.

Business Operations Revolving Fund GPO is requesting \$6,704,000 for this account, to remain available until expended, to support continued investment in information technology and cybersecurity projects. This compares with the \$6,000,000 GPO requested, and Congress appropriated, for these same purposes in FY 2019. Funding provided to this account represents an increase to working capital for specified projects.

Since FY 2013, these projects have included improvements to GPO's FDsys website and its successor **govinfo**, which have expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats. They have also included efforts to harden and secure GPO's IT infrastructure from persistent external cybersecurity threats.

**Appropriations to the Business Operations Revolving Fund
FY 2010-2019 and Requested for FY 2020**

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
2020	\$ 6,704,000 (Requested)

Govinfo Projects for FY 2020 - \$5,704,000

- **General System and Collection Development (\$4,400,000)** – 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 (\$1,304,000)** – Infrastructure for the hardware, storage, and environments to manage system performance as **govinfo** content and usage continues to grow.

Cybersecurity Projects for FY 2020 - \$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.

Chairman Ryan and Chairman Hyde-Smith, we look forward to working with you and your Subcommittees in your consideration of our appropriations request for Fiscal Year 2020.

Sincerely,



HERBERT H. JACKSON, JR.
Acting Deputy Director
U.S. Government Publishing Office

Enclosure

cc:

The Honorable Chris Murphy
Ranking Member
Senate Subcommittee on Legislative Branch Appropriations

Ranking Member
House Subcommittee on Legislative Branch Appropriations

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Executive Summary and Results of FY 2018 Operations

The U.S. Government Publishing Office (GPO), a legislative branch agency, 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. As of September 30, 2018, GPO employed 1,737 staff.

Along with sales of publications in digital and tangible formats to the public, we support openness and transparency in Government by providing permanent public access to Federal Government information at no charge through **govinfo (www.govinfo.gov)**, the successor system to the Federal Digital System (FDsys), which was retired in December 2018. Today, **govinfo** makes more than 2.5 million Federal titles available and, together with its predecessor site FDsys, averaged approximately 31 million retrievals per month in FY 2018. GPO also provides public access to Government information through partnerships with 1,133 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

In addition to 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 continues to transform 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. At the same time, we recognize that some 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 continued growth in the provision of and access to digital formats.

Strategic Plan Our strategic plan, which is available for public review at <https://www.gpo.gov/who-we-are/our-agency/mission-vision-and-goals>, is built around four 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 each fiscal year to review the plan and approve it before it is issued.

Our customers are involved in the digital world and understand technological change. Accordingly, it is important that we foster an environment that embraces change and innovation, which leads to new ways of thinking, new work processes, and the development of new products and services for our customers. Tangible printing at GPO is being supplanted by 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 digital access to Government information.

In transforming the way we do business, we are 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 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 those changes pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began in 1962 when the Joint Committee on Printing directed the agency to implement 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 (P.L. 103-40), the databases generated by our composition system were uploaded to the internet via GPO's first website, *GPO Access*, vastly expanding the agency's information dissemination capabilities. In 2009, GPO replaced the original *GPO Access* site with its Federal Digital System, or FDsys. FDsys was formally retired in December of 2018 with a new site, **govinfo**, which offers significantly enhanced functionality, taking its place.

While transforming to an increasingly digital footing, we continue to provide an array of printing services to support the needs of Congress, Federal agencies, and the public, and we are retooling our print operations to take advantage of the efficiencies provided by modern equipment.

In FY 2015 we put into operation our new zero make-ready (ZMR) press to support congressional and Federal agency publishing requirements, and as a result were able to reduce the cost of producing congressional hearings. In FY 2016 we installed a new perfect binding line to increase the speed and reduce the cost of binding operations. In FY 2017 we began developing plans for the replacement of the large newspaper presses that have been used to produce the *Congressional Record* and the *Federal Register* with smaller, more flexible digital presses, and completed that procurement in FY 2018. We are continually reviewing product and equipment options to ensure that our publishing activities are conducted with the best 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. It is smaller, leaner, and equipped with digital production capabilities that are the foundation 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 for the Government information environment and technology challenges of the future, our transformation is continuing with the development of new ways for delivering Government information.

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 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 \$285.4 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 26% 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.

**Congressional Publishing Appropriation
FY 1980-2018**

Fiscal Year	Appropriation	In Constant Dollars
1980	\$ 91.6 million	\$ 285.4 million
1985	\$ 94.0 million	\$ 220.5 million
1990	\$ 74.1 million	\$ 143.8 million
1995	\$ 84.7 million	\$ 139.7 million
2000	\$ 73.3 million	\$ 106.8 million
2005	\$ 88.1 million	\$ 113.7 million
2010	\$ 93.8 million	\$ 107.5 million
2015	\$ 79.7 million	\$ 84.3 million
2018	\$ 79.5 million	\$ 79.5 million

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 2018, we had 1,737 employees on board, representing a reduction of 4,713, 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 Employment
FY 1980 – FY 2018
(at September 30)**

Fiscal Year	Headcount
1980	6,450
1985	5,383
1990	4,977
1995	3,956
2000	3,139
2005	2,344
2010	2,284
2016	1,726
2017	1,740
2018	1,737

Highlights of FY 2018 Congressional Work GPO worked with Congress to produce a number of publications in FY 2018, including the *Congressional Pictorial Directory for the 115th Congress*, and the comprehensive 1,242-page *Official Congressional Directory – 115th Congress*. Another publication GPO produced during FY 2018 was *Asian and Pacific Islander Americans in Congress, 1900-2017*. GPO also had the great honor of producing printed materials for Congress to support important national public events, including the Congressional Gold Medal Ceremony to honor Senator Robert J. Dole, the Senate Judiciary Committee Nomination Hearings for Supreme Court Justice Brett M. Kavanaugh, and the State Funeral and Lying in State of President George Herbert Walker Bush.

In FY 2018, GPO also completed its digitization of the *Congressional Record* back to the very first issue from March 4, 1873, which opens with a proclamation by President Ulysses S. Grant formally convening a special session of the United States Senate. That issue, and every subsequent issue, of the *Congressional Record* is now available free of charge to the public on GPO's **govinfo** website. With the completion of this important digitization project, GPO has now moved on to the digitization of other historical congressional documents, beginning with hearings.

In support of the Legislative Branch Bulk Data Task Force, GPO, the Clerk of the House, the Secretary of the Senate, and the Office of the Federal Register have worked on a project to convert a subset of key legislative documents, including enrolled bills, public laws, and the *Statutes at Large*, into United States Legislative Markup (USLM). USLM is an XML information model designed to represent the legislation of the United States Congress. It is designed to semantically and structurally describe legislative and legal documents in a machine-readable format.

GPO also continued development of a new XML-based automated composition system to replace our aging proprietary Microcomp system during the year, known as the Composition System Replacement (CSR) project. The overall goal of this effort is to move GPO to an all-XML composition workflow. In terms of current projects, GPO is currently developing the capability to compose the United States Code using the new system, as well as projects to iteratively bring other key congressional publications into production. GPO staff will continue to work closely with House and Senate staff to ensure that CSR integrates seamlessly into current workflows and processes.

As we have noted before, making Government information available in XML permits data to be reused and repurposed not only for print output but for conversion into eBooks, mobile web applications, and other forms of content delivery, including data mashups and other analytical tools by third party providers, which contributes to openness and transparency in Government. In addition to the files made available through our Bulk Data Repository, we ensure the authenticity of all information by making available digitally signed copies in PDF format, which is the official, authentic version that matches the printed document. Additionally, we are now a regular participant and presenter at the House Legislative Data and Transparency Conference, along with staff from other legislative branch agencies, data users, and transparency advocates.

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.

Highlights of FY 2018 Agency Operations Since 2012, we have made the annual *Budget of the U.S. Government* available as a mobile app, and with GPO's new **govinfo** system the documents published are now available across multiple platforms. The complete, authentic online version the FY 2019 *Budget* was released on FDsys and **govinfo** and in print in February 2018. The digital version provides users with access to the text and images of the *Budget*, including the Budget Message of the President, information on the President's priorities, and budget overviews organized by agency, as well as summary tables and additional books of the *Budget*, including the Analytical Perspectives, Appendix, and Historical Tables.

One of GPO's major agency customers is the Office of the Federal Register (OFR), a unit of the National Archives and Records Administration (NARA), which produces the daily *Federal Register*. The *Federal Register* is the official daily publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other presidential documents. It is updated daily by 6 a.m. and is published Monday through Friday, except Federal holidays. The OFR is also responsible for 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*. We produce these publications in both digital and print formats.

In FY 2018, GPO was proud to complete a project, undertaken in collaboration with OFR, to digitize and make available every issue of the *Federal Register*, dating back to its inception in 1936, for free on GPO's **govinfo** website. This exercise required the digitization of 14,587 individual issues containing more than two million pages. The first issue of the *Federal Register*, dated March 16, 1936 featured an executive order of President Franklin Delano Roosevelt that expanded the boundaries of a bird refuge in South Carolina.

GPO's partnership with NARA was further expanded in FY 2018, with the completion of construction of an approximately 25,000 square foot space within GPO's Building A to serve as Phase I of NARA's Center for Legislative Archives. NARA is expected to begin moving its legislative archives material into the facility in early 2019, and GPO will continue to work with NARA on the development of Phase II, which will provide additional archival space within GPO's Building D. This work follows GPO's successful renovation of 17,000 square feet of space on the seventh floor of GPO's Building A to house the OFR and the Office of Government Information Services (OGIS).

Another promising potential collaboration for GPO is its recent work with the Architect of the Capitol (AOC) and the Library of Congress' National Library Service for the Blind and Physically Handicapped (NLS) to determine if space within GPO's main facilities can be renovated to provide high-quality DC office space for the NLS. A study was just completed to assess the feasibility of such a collaboration, and conversations between the three agencies are ongoing. GPO holds the NLS and its personnel in high regard and is committed to doing all it can to support this prospective partnership.

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 FY 2018, this work was valued at approximately \$375.7 million, and represented 84,111 orders. More than 10,000 individual firms are registered to do business with us, the

vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American.

This partnership provides significant economic opportunity for the private sector. We have long advocated that where Federal agency printing is required, this partnership is the most cost-effective way of producing it. In 2013, the Government Accountability Office conducted a study at the request of the Joint Committee on Printing that identified approximately 80 Federal printing plants still in operation government-wide (<http://www.gao.gov/assets/660/655936.pdf>). GPO has long taken the position that significant additional savings for taxpayers could occur if the work these plants are producing is transferred to GPO for production through our partnership with the private sector printing and information product industry. In addition, the work produced through this partnership can be efficiently and effectively captured for inclusion in GPO's Federal Depository Library Program (FDLP), thereby improving public access to Government information through the reduction of fugitive documents from the program.

Security and Intelligent Documents For nearly a century GPO has been responsible for producing the U.S. passport for the U.S. Department of State. 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 GPO produces in Washington, DC, as well as at a secure remote facility in Mississippi - is now the most secure identification credential obtainable. In FY 2018 GPO produced 16 million passports for the State Department, and has produced a total of more than 166 million passports the past 11 years. In FY 2019 and FY 2020, GPO will continue to make investments needed to support the State Department's next generation passport program.

This past year also marked the 10th anniversary of GPO's production of secure identification cards for Federal agencies. Since 2008, GPO has served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. GPO has been certified by the General Services Administration (GSA) to graphically personalize Homeland Security Presidential Directive 12 (HSPD-12) cards for Federal agencies. In the production of such secure identification cards, GPO complies with Federal Information Processing Standard 201, which sets requirements to ensure that such cards are secure and resistant to fraud.

To date, GPO has produced more than 21 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). In addition, GPO produces a Border Crossing Card (BCC) that is issued by the State Department for authorized travel across the Mexican border, as well as 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), **govinfo**, Publications Information Sales, Agency Distribution Services, 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 1,133 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. In FY 2018, four libraries joined the FDLP: the College of Staten Island Library in New York, the Miles City Public Library in Montana, the Pope County Library in Arkansas, and the Loudon County Public Library in Virginia.

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 **govinfo** along with other digital resources. The growing reliance on digital content underscored the first digital-only Federal depository library designation in 2014.

During FY 2018, the FDLP distributed more than 802,834 tangible copies of 4,211 titles to depository libraries nationwide. GPO’s Catalog of Government Publications (CGP) experienced nearly 29 million searches and has close to 1 million records for historic and current titles, many housed in Federal Depository libraries throughout the country or available on agency and partner sites. GPO’s Library Services and Content Management staff cataloged a total of 34,367 titles and checked in more than 28,570 serial issues available through the CGP. Over 11,748 Permanent Uniform Resource Locator (PURLs) were created in the CGP, which link to digital titles. Staff in LSCM responded to 5,893 askGPO public inquiries related to accessing Government information.

To support continued public access to key print documents in depository library collections nationwide, GPO established a Preservation Steward program in 2016 to support continued public access to historic U.S. Government documents in print format. Since then, GPO has signed 36 Preservation Steward agreements (20 in FY 2018 alone), involving the libraries at the University of Colorado and at its Law School, the University of Kentucky, the University of Hawai’i at Manoa, the Ohio State Library, the University of Iowa, the University of Arkansas, the University of Florida, the Connecticut State Library, the University of North Carolina, the University of Kansas, the University of Virginia Library, the University of Minnesota Libraries, Rittenberg Library at St. John’s School of Law, the Arthur Lakes Library at the Colorado School of Mines, the Department of Interior Library, North Dakota State University Libraries, Oklahoma State University, Arkansas State University-Jonesboro, the University of Notre Dame Law School, the Indiana State Library, the U.S. Merchant Marine Academy, the San Bernardino County Law Library, the University of Maine, the University of Rhode Island, the University of South Carolina, the Queens Borough Public Library, and the University of Washington. Preservation Stewards

contribute significantly to the effort to preserve printed documents and GPO welcomes all Federal depository libraries that wish to participate as Preservation Stewards.

Through GPO's partnerships with depository libraries nationwide, free public access to Government information was enhanced during FY 2018. We completed adding bibliographic records for print versions of the Bureau of Mines' *Reports of Investigations* from the University of Colorado, adding 4,492 records in FY 2018. We also added more than 2,300 bibliographic records of the U.S. Geological Survey through a partnership with the University of Colorado and the Colorado School of Mines. Another 183 bibliographic records related to Works Progress Administration publications were added in collaboration with the University of Kentucky, and a partnership with the Federal Reserve Bank of St. Louis led to the addition of an additional 6,556 records for FRASER, a digital library of U.S. economic, financial, and banking history.

Training and educational opportunities provided to depository librarians nationwide remain a popular feature of the FDLP. The FDLP Academy was launched by GPO in FY 2014 to support the FDLP community's education and training needs and to advance Federal government information literacy. The FDLP Academy enhances Federal government information knowledge through events and conferences coordinated by GPO and webinars and webcasts on a variety of Government information topics. Many sessions are presented by GPO staff, while others are presented by staff from other Federal agencies and from members of the FDLP community, as recruited and hosted by GPO. During FY 2018, the FDLP Academy hosted 85 webinars with 10,214 combined registrants. GPO also pursued the 2nd year of its FDLP Coordinator Certificate Program that gives FDLP coordinators in depository libraries nationwide an opportunity to take in-depth virtual classes on managing depository collections with a focus on compliance with the *Legal Requirements & Program Regulations of the Federal Depository Library Program*. A promising young initiative, the FDLP Coordinator Certificate Program awarded 89 certificates of completion in FY 2018.

In furtherance of its efforts to bring GPO together with the depository libraries to strengthen and improve the FDLP, more than 500 librarians from across the country participated in the **2018 Depository Library Council Meeting and Federal Depository Library Conference**. This annual event, hosted by LSCM, was held at the Doubletree by Hilton Hotel in Arlington, Virginia, from October 22-24, 2018.

FDLP visits by GPO staff have been influential in strengthening the ties between GPO and its partner libraries and in helping GPO identify current trends and issues in libraries and respond with improved outreach and services. GPO staff at all levels have participated in this initiative and are now implementing targeted follow-up projects to benefit the FDLP and its participants. In FY 2018, GPO staff visited 166 depository libraries in 25 states, bringing the three-year total of visits to over 610.

During the 1st Session of the 115th Congress, oversight hearings on GPO conducted by the Committee on House Administration included a focus on the statutory provisions of Title 44 of the U.S. Code that govern the FDLP. Then-Director Vance-Cooks testified that these should be revised to allow GPO to administer the FDLP and other public information programs of the Superintendent of Documents effectively in the digital age and provide flexibility for the libraries to continue to participate and best serve their communities. Such changes should support the vision conveyed in GPO's National Plan for Access to U.S. Government Information: "To provide Government information when and where it is needed" to ensure the public has effective, equitable, and convenient access to Government information in the form and formats they need.

Following those hearings, GPO collaborated with the Depository Library Council to develop suggestions for reform, some of which were included in the development of H.R. 5305, the Federal Depository Library Program Modernization Act of 2018. This legislation was introduced by Committee on House Administration Chairman Gregg Harper on March 15, 2018 with all eight members of the Committee on House Administration serving as cosponsors.

While the legislation did not pass in the 115th Congress, GPO maintained a website, <http://www.fdlp.gov/about-fdlp/23-projects/3353-title-44-revision>, to chronicle its development, and provide information to stakeholders. If Congress should seek to revisit the issue of FDLP Modernization in the 116th Congress, GPO will be prepared to assist with such efforts.

govinfo Under the provisions of Public Law 103-40, GPO has been providing online public access to Congressional and Federal agency publications since 1994, 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 or FDsys. In early 2016, GPO unveiled the next generation of our public access system with the introduction of **govinfo**. Rolled out initially as a beta, **govinfo** improved upon FDsys by providing a modern website that is aligned with the needs of today's Government information users for quick and effective online access across a variety of platforms.

Following a period of iterative development and testing, the **govinfo** website was moved out of beta in December 2017. Throughout 2018, the FDsys and **govinfo** websites ran in parallel while GPO worked with key stakeholders to ensure a smooth transition to **govinfo**. In December 2018, the FDsys website was retired and replaced by the **govinfo** website. The **govinfo** website features a mobile-friendly design, current and historical content collections from all three branches, enhanced search and intuitive browse, linked related documents, curated feature articles, quick and easy social sharing, developer tools such as XML bulk data and a public API, expanded help information, support for redirects from millions of legacy FDsys links, and additional enhancements based on stakeholder feedback.

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 2018, **govinfo** grew to make more than 2.5 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 approximately 31 million retrievals per month.

GPO has continually added content to **govinfo** to provide increased public access to Government information. In FY 2018, notable new content included completing the digitized volumes of the bound *Congressional Record* back to 1873, completing the digitized issues of the *Federal Register* back to 1936, adding the digitized volumes of Kappler's *Indian Affairs: Laws and Treaties*, and making various Panama Canal related publications available on govinfo. An initial set of Statute Compilations, the *Asian and Pacific Islander Americans in Congress, 1900-2017* eBook, and a new series of *Precedents of the U.S. House of Representatives* were also added to **govinfo** in FY 2018 along with numerous other Federal Government publications.

During FY 2018, the **govinfo** repository underwent an audit for certification as a Trustworthy Digital Repository in compliance with International Organization for Standardization (ISO) 16363. In December 2018, GPO made history by becoming the first organization in the United States and second organization in the world to achieve the highest global standard of excellence for digital repositories. GPO's **govinfo** was evaluated against 109 criteria covering all aspects of a digital repository including organizational infrastructure, digital

object management, and infrastructure and security risk management. Certification provides assurance to GPO stakeholders that **govinfo** is a standards-compliant digital archive in which Government information is preserved, accessible, and usable now and into the future.

In support of the Legislative Branch Bulk Data Task Force, throughout FY 2018, GPO worked with the Clerk of the House and the Secretary of the Senate on initiatives to convert legacy file formats into United States Legislative Markup (USLM) XML. In early FY 2019, the first project was completed with the release of a subset of enrolled bills, Public and Private Laws, and Statutes at Large in Beta USLM XML on **govinfo**. USLM offers a standard XML schema to promote interoperability among documents as they flow through the legislative and regulatory processes. USLM also promotes international interoperability with documents produced by governments world-wide.

GPO has continued to invest in the IT infrastructure supporting GPO's digital information system. This includes bandwidth, storage, and servers needed for Production, COOP, Test, and Development environments.

**Number of Titles Available Through Online through GPO
(includes titles on GPO servers and titles linked from GPO)
FY 2000 – FY 2018**

Fiscal Year	Number of Titles
2000	193,000
2005	301,600
2010	441,700
2015	1,400,000
2017	2,200,000
2018	2,500,000

Publication 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.

Agency Distribution Services (ADS) Program GPO operates two distribution facilities which are strategically located in Laurel, MD (30 miles from Washington, DC) and Pueblo, CO (115 miles from Denver, CO). Through these facilities, GPO administers distribution programs for the information products of other Federal agencies. Today, over 55 Federal agencies utilize the comprehensive services provided through the Pueblo and Laurel facilities, which together offer more than 160,000 square feet of climate-controlled distribution, storage, and fulfillment space.

Among the services provided through GPO's ADS program are website hosting, consulting services, fulfillment and distribution, address validation services, call center operations, and

printing optimization, just to name a few. These services are all designed to help Federal agencies achieve savings in the distribution of their information products.

The ADS program experienced significant growth in FY 2018, with revenues climbing to nearly \$13 million, up from \$9.2 million in FY 2017. Similarly, the total copies of agency materials distributed through the ADS program increased to 69.2 million in FY 2018 – an 11 million increase over the 58 million copies distributed in FY 2017. In total, GPO professionals at the Laurel and Pueblo facilities processed over 1.6 million orders in FY 2018.

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 2018, we had 9,828 likes on Facebook and 9,500 Twitter followers. On Instagram we had 819 followers and 1,699 posts and posted our first-ever Instagram Story. By the end of 2018, 1,100 people were subscribed to our YouTube channel, which has nearly 265,000 views across our 78 videos. On Pinterest, we had 899 followers pinning on 22 boards of Federal Government information. We had 3,498 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.

The Business Operations Revolving Fund functions as GPO's checking account with the U.S. Treasury. We pay our expenses from this account either through electronic transfer or check. The fund is reimbursed when the Treasury Department transfers money from agency appropriations accounts to the fund when agencies pay our invoices. This procedure also applies to the payment of transfers from the Congressional Publishing and Public Information Programs appropriations, and to deposits of funds collected from sales to the public.

GPO maintains a cash balance in the Business Operations Revolving Fund that is used to pay all expenses. The cash balance fluctuates daily as payments are received from agency reimbursements, customer payments, and transfers from GPO appropriations.

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.

Unlike most appropriations to other Federal agencies, these two appropriations are for work that GPO itself does not control. The Congressional Publishing Appropriation in effect is an appropriation by Congress to cover the costs of its publishing activities. The appropriation is made to GPO to relieve Congress of the burden of maintaining detailed accounting records for all publishing work ordered from GPO both by law and by other congressional requisitions, as well as the responsibility for estimating the anticipated volume of congressional publishing that is used as the basis for the appropriation.

Congress plays a major role in controlling the rate of spending of the Congressional Publishing Appropriation. GPO can transfer funds from the appropriation to the Business Operations Revolving Fund only when it performs congressional publishing work. The appropriation is not available for expenditure for any purposes other than this work. While GPO does its best to estimate the volume of congressional publishing in any given year, that volume can change due to circumstances beyond GPO's control. GPO affects the rate of spending under this appropriation by ensuring the efficiency of its operations.

If congressional requisitions fall short of GPO's estimate, there will be a balance remaining in the Congressional Publishing Appropriation at the end of the year. Under the language of GPO's appropriations legislation, such balances are eligible for transfer to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate Appropriations Committees. If Congress's requirements exceed GPO's estimate, GPO will continue to fulfill them, and Congress will in effect spend more than it appropriated. As a result, there will be a shortfall in the appropriation for which GPO would need additional funding in a subsequent year. The shortfall would be paid out of available money – retained earnings – in the Business Operations Revolving Fund that otherwise would be available for investment in new plant and equipment. When shortfalls occur, Congress subsequently repays GPO for the excess cost of its printing to restore money to the Business Operations Revolving Fund.

Like the Congressional Publishing Appropriation, the Public Information Programs Appropriation is available only for specific programs: online access and distribution to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange. The publishing activities of the Government determine the workload handled by these programs, not GPO. However, GPO affects the level of funding by ensuring the efficiency of its information dissemination operations. Like the Congressional Publishing Appropriation, any unobligated balances remaining in this account may be transferred to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate Appropriations Committees.

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 2018, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 22nd consecutive year GPO has earned such an audit result.

FY 2018 Financial Results Revenue totaled \$874.5 million while expenses charged against GPO's budget were \$821.9 million, for an overall net income of \$52.6 million from operations. Included in both GPO's revenue and net income is approximately \$28.7 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of

State. Expenses include \$3.5 million in funds resulting from a downward adjustment to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). Apart from these funds, GPO's net operating income from FY 2018 was \$20.4 million.

Funds appropriated directly by Congress provided nearly \$119.5 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 13.7% of total revenue. All other GPO activities, including in-plant publishing (which includes the production of passports), procured work, sales of publications, agency distribution services, and all administrative support functions, were financed through the Business Operations Revolving Fund by revenues generated by payments from agencies and sales to the public.

The largest single component of GPO's annual expenses is publishing work procured from the private sector. In FY 2018, the cost of this work totaled \$341.5 million, or about 41.4% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$220.2 million, or about 26.7% of all expenses.

FY 2020 Appropriations Request

GPO is requesting a total of \$117,000,000 for FY 2020. This is the same level of funding GPO requested in FY 2019, and the same amount appropriated in FY 2019. Through FY 2019, total GPO appropriations have declined by 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 in recent years to hold the line on the level of new funding we request.

Total Appropriations to GPO FY 2010-2019 and FY 2020 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
2020	\$117,000,000 (Requested)

Our FY 2020 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 cybersecurity measures that support congressional publishing and public information programs operations.

Congressional Publishing Appropriation GPO is requesting \$79,000,000 for this account. This is the same amount requested in GPO’s FY 2019 budget submission for the Congressional Publishing account, and the same amount Congress appropriated in FY 2019.

Overall, the annual appropriations for Congressional Publishing have been flat since FY 2014 and 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 2010-2019 and FY 2020 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
2020	\$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.

In GPO’s FY 2019 budget submission for the Congressional Publishing account, a non-recurring amount of \$3.7 million was included to fund the production of the 2018 Edition of the *U.S. Code*, which is carried out every 6 years in accordance with law. While the FY 2020 request for the Congressional Publishing account excludes this item, all other congressional activity in 2020 is expected to exceed the FY 2019 level by \$2.8 million. In addition, price-level and wage increases (if implemented), are expected to increase expenses to the Congressional Publishing account by an additional \$3.4 million. In order to accommodate these increases and hold the FY 2020 request for the Congressional Publishing account to \$79,000,000, GPO plans to use about \$1.7 million of prior-year transfers in GPO’s Revolving Fund to support its Congressional Publishing work in FY 2020.

As shown on page D-4 of our budget justification for FY 2020, the unexpended 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 2020, so that appropriation requirements can remain stable. The balance of these funds is earmarked 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 used in the preparation of congressional documents for digital and print access, and other congressional information projects as indicated on page F-6.

Public Information Programs of the Superintendent of Documents GPO is requesting \$31,296,000 for this account, which is a reduction of \$704,000 from the amount GPO requested, and Congress appropriated, in FY 2019. This account pays for the cost of providing Federal government publications in digital and tangible formats to 1,133 Federal depository libraries nationwide, cataloging and indexing, the distribution of documents to recipients designated by law, and international exchange distribution.

This appropriation request represents a nearly 24% reduction from the amounts appropriated in FY 2010. This reduction has been made possible by 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.

**Public Information Programs of the
Superintendent of Documents Appropriation
FY 2010-2019 and FY 2020 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
2020	\$31,296,000 (Requested)

The funding we are requesting for FY 2020 will cover mandatory pay and related cost increases, and support GPO's efforts to maintain a 100 full-time-equivalent (FTE) workforce to support the Superintendent of Documents' Public Information Programs.

Last year, GPO's FY 2019 budget request for \$32,000,000 to support the Public Information Programs account included funding to enable an increase of 11 FTE positions to achieve a 100-FTE level. GPO had requested this staffing level increase in order to handle significant increases in program activities dealing with historic document digitization and collection management, web harvesting, inventory, cataloging, and preservation of tangible collections in FDLP libraries. GPO continues to work toward that goal and the funding requested in FY 2020 would support that level of staffing.

A significant difference between GPO's FY 2020 and FY 2019 requests for the Public Information Programs account is that in FY 2019 GPO had to budget for a non-recurring \$2.0 million cost to support the production of the 2018 Edition of *U.S. Code*, which is required by statute to be carried out every 6 years. Without the need to provide for that cost in FY 2020, GPO has been able to request \$31,296,000 for the Public Information Programs account. This figure represents a net reduction of \$704,000 from GPO's FY 2019 request, even though GPO estimates mandatory pay and related increases of approximately \$1.0 million and price-level increases of \$294,000 for this account in FY 2020.

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. GPO plans to utilize carry-over balances from funds transferred to the Business Operations Revolving Fund to support high-priority information services and products funded by this account as indicated on page F-6, including the collection preservation of new and historic documents and continued development of **govinfo** content and capabilities.

Business Operations Revolving Fund GPO is requesting \$6,704,000 for this account, to remain available until expended, to support continued investment in information technology and cybersecurity projects. This compares with the \$6,000,000 GPO requested, and Congress appropriated, for these same purposes in FY 2019. 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 website and its successor **govinfo**, which have expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats. They have also included efforts to harden and secure GPO's IT infrastructure from persistent external cybersecurity threats.

Appropriations to the Business Operations Revolving Fund FY 2010-2019 and Requested for FY 2020

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
2020	\$6,704,000 (Requested)

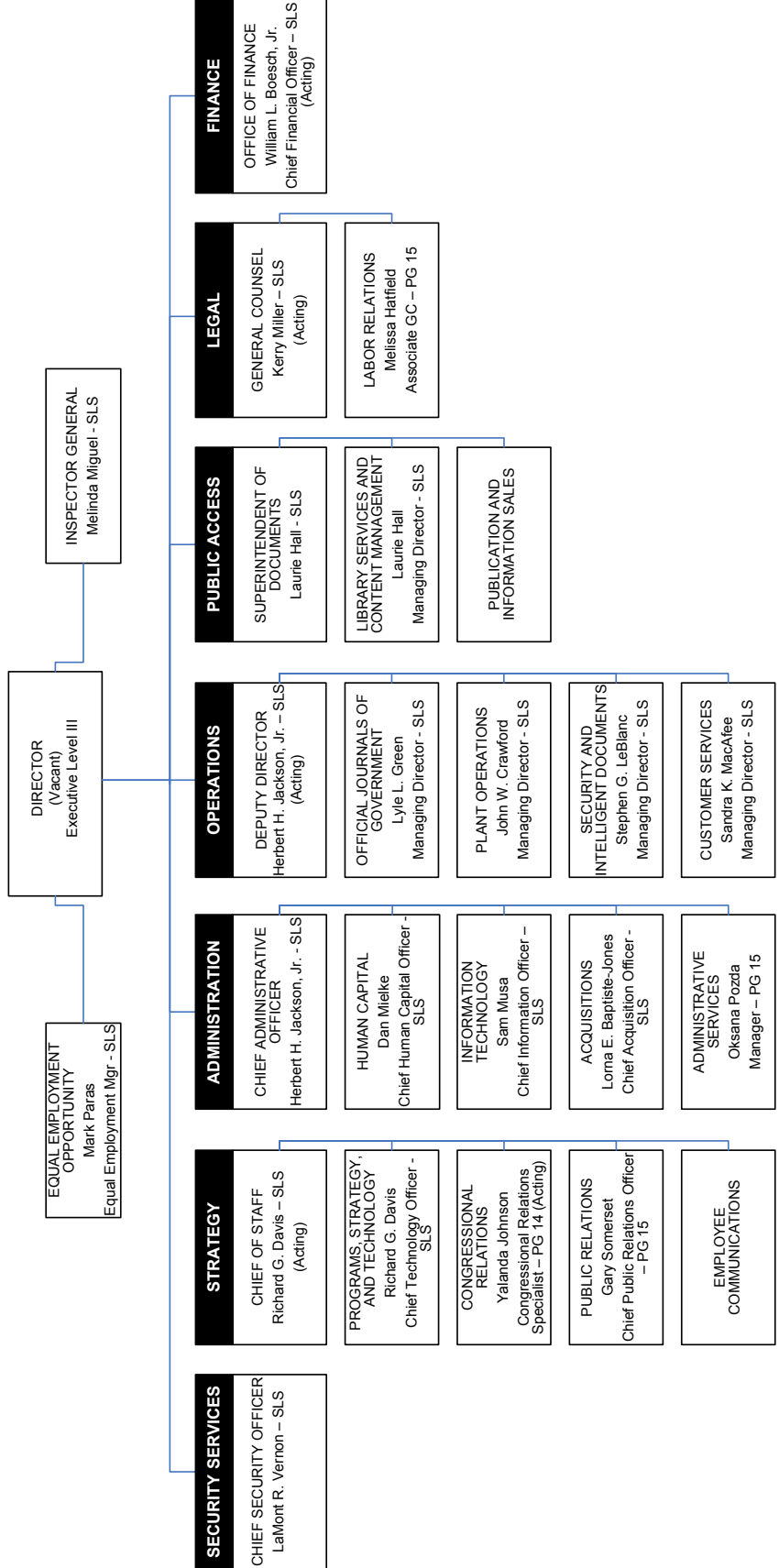
Govinfo Projects for FY 2020 - \$5,704,000

- **General System and Collection Development (\$4,400,000)** – 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 (\$1,304,000)** – Infrastructure for the hardware, storage, and environments to manage system performance as **govinfo** content and usage continues to grow.

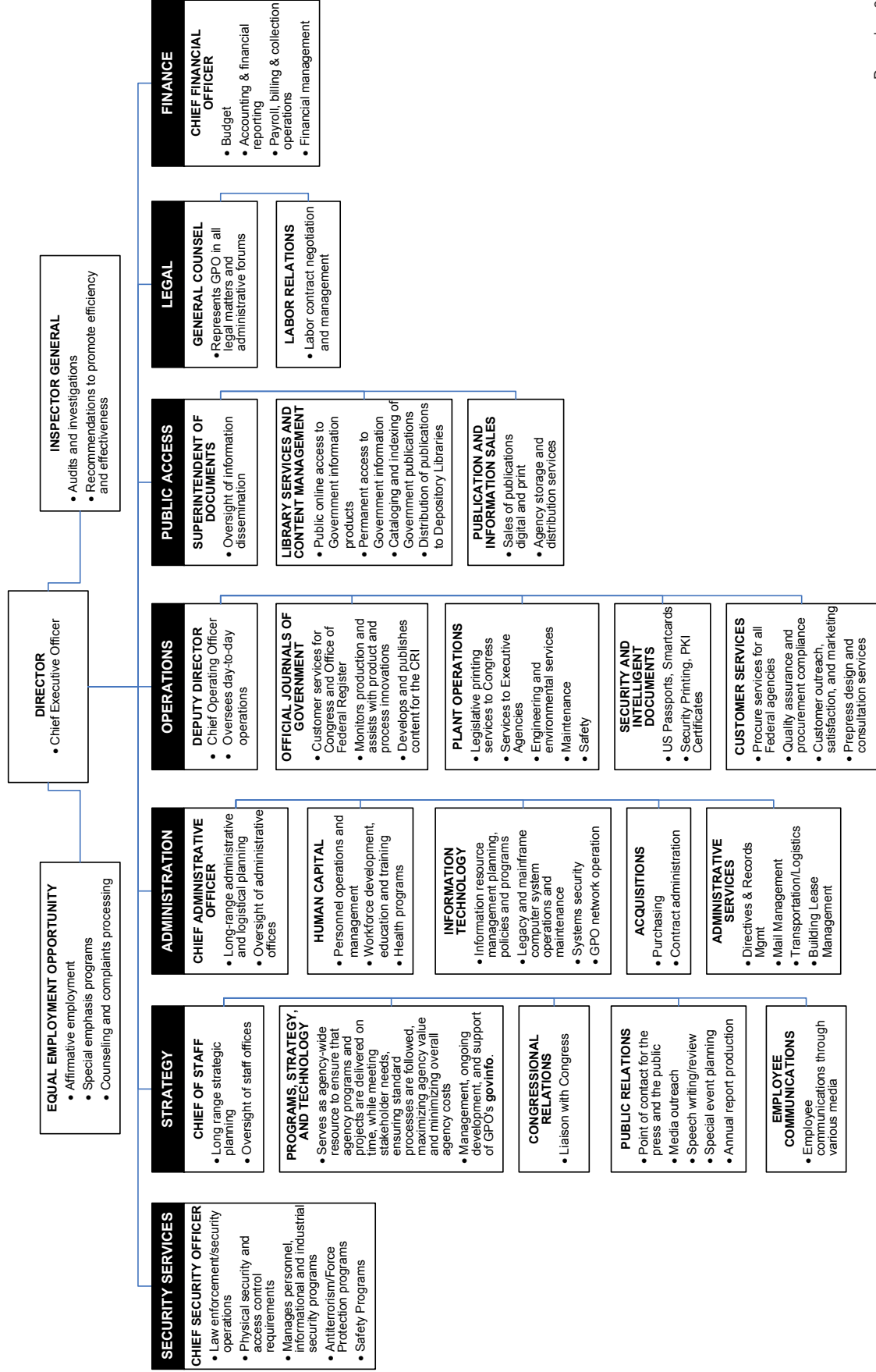
Cybersecurity Projects for FY 2020 - \$1,000,000

- **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.



GPO FUNCTIONS BY ORGANIZATION

U.S. GOVERNMENT PUBLISHING OFFICE
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GPO STAFFING INFORMATION

As of December, 2018

Business Unit	1-8	9-12	13-15	SLS	Executive	Wage Grade	Total
Acquisitions	0	8	8	1	0	0	17
Administrative Services	8	4	4	0	0	0	16
Customer Services	25	83	37	1	0	0	146
Equal Employment Opportunity	0	3	3	1	0	0	7
Executive Offices	0	0	3	1	0	0	4
General Counsel	0	1	10	1	0	0	12
Human Capital	8	8	29	1	0	0	46
Information Technology	0	14	68	1	0	0	83
Inspector General	0	1	11	1	0	0	13
Library Services & Content Management	1	41	30	1	0	10	83
Office of Communications	0	6	6	0	0	0	12
Office of Finance	12	42	44	1	0	1	100
Official Journals of Government	3	11	14	1	0	75	104
Plant Operations	15	54	55	2	0	586	712
Programs, Strategy and Technology	0	1	17	1	0	0	19
Publication & Information Sales	26	23	7	0	0	4	60
Security Services	45	10	9	1	0	0	65
Security and Intelligent Documents	10	2	39	1	0	152	204
Grand Total	153	312	394	16	0	828	1,703

Note: This information outlines the number of employees within the agency's organizational structure. The breakout is by plan and grade range or salary equivalent of 1,703 employees, as of December 2018.

GPO's Senior Level Service (SLS) is similar to the Senior Executive Service.

GOVERNMENT PUBLISHING OFFICE
Summary of Appropriation Estimates
(Dollars in Thousands)

<u>Appropriation Title</u>	<u>FY 2018</u> <u>Actual</u>	<u>FY 2019</u> <u>Enacted</u>	<u>FY 2020</u> <u>Request</u>	<u>FY 2018/2019</u> <u>Net Change</u>
Congressional Publishing	\$ 79,528	\$ 79,000	\$ 79,000	\$ -
Superintendent of Documents				
Public Information Programs				
By Law Distribution	290	320	317	(3)
Cataloging and Indexing	7,250	9,280	9,200	(80)
Federal Depository Library	20,880	21,760	21,100	(660)
International Exchange	580	640	679	39
Total Appropriation	<u>29,000</u>	<u>32,000</u>	<u>31,296</u>	<u>(704)</u>
Business Operations Revolving Fund	<u>8,540</u>	<u>6,000</u>	<u>6,704</u>	<u>704</u>
Total Appropriations	<u>\$ 117,068</u>	<u>\$ 117,000</u>	<u>\$ 117,000</u>	<u>\$ -</u>

GOVERNMENT PUBLISHING OFFICE
Staffing Summary – FTE's

<u>Appropriation Title</u>	<u>FY 2018 Actual</u>	<u>FY 2019 Enacted</u>	<u>FY 2020 Request</u>	<u>2018/2019 Change</u>
Congressional Publishing	-	-	-	-
Superintendent of Documents				
Public Information Programs				
By Law Distribution	1	1	1	-
Cataloging and Indexing	23	29	29	-
Federal Depository Library	58	68	68	-
International Exchange	2	2	2	-
Total Appropriation	<u>84</u>	<u>100</u>	<u>100</u>	<u>-</u>
Business Operations Revolving Fund	<u>1,629</u>	<u>1,629</u>	<u>1,629</u>	<u>-</u>
Total Agency	<u><u>1,713</u></u>	<u><u>1,729</u></u>	<u><u>1,729</u></u>	<u><u>-</u></u>

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING
(INCLUDING TRANSFER OF FUNDS)
Fiscal Year 2020**

Proposed Appropriations Language:

For authorized publishing of congressional information and the distribution of congressional information in any format; publishing of Government publications authorized by law to be distributed to Members of Congress; and publishing, and distribution of Government publications authorized by law to be distributed without charge to the recipient, \$79,000,000: *Provided*, That this appropriation shall not be available for paper copies of the permanent edition of the Congressional Record for individual Representatives, Resident Commissioners or Delegates authorized under section 906 of title 44, United States Code: *Provided further*, That this appropriation shall be available for the payment of obligations incurred under the appropriations for similar purposes for preceding fiscal years: *Provided further*, That notwithstanding the 2-year limitation under section 718 of title 44, United States Code, none of the funds appropriated or made available under this Act or any other Act for printing and binding and related services provided to Congress under chapter 7 of title 44, United States Code, may be expended to print a document, report, or publication after the 27-month period beginning on the date that such document, report, or publication is authorized by Congress to be printed, unless Congress reauthorizes such printing in accordance with section 718 of title 44, United States Code: *Provided further*, That unobligated or unexpended balances of expired discretionary funds made available under this heading in this Act for this fiscal year may be transferred to, and merged with, funds under the heading “Government Publishing Office Business Operations Revolving Fund” no later than the end of the fifth fiscal year after the last fiscal year for which such funds are available for the purposes for which appropriated, to be available for carrying out the purposes of this heading, subject to the approval of the Committee on Appropriations of the House of Representatives and the Senate: *Provided further*, That notwithstanding sections 901, 902, and 906 of title 44, United States Code, this appropriation may be used to prepare indexes to the Congressional Record on only a monthly and session basis. (*Legislative Branch Appropriations Act, 2019.*)

Base Budget Review:

Description of Program

The estimates for Congressional Publishing are to provide funds to pay for the cost of publishing required for the use of Congress, and for publishing and distribution of Government publications authorized by law to be distributed without charge to the recipient.

Explanations of Changes

The appropriation requested for FY 2020 is \$79,000,000. A total of \$80,706,000 is required to cover congressional publishing requirements for FY 2020; however, transfers of unexpended prior year appropriations to the Government Publishing Office Business Operations Revolving Fund of \$1,706,000 will be utilized to offset part of the requirement. For FY 2019, a total of \$78,653,000 is estimated to be required to cover congressional publishing requirements by the appropriation of \$79,000,000. The transfer of the unexpended balance of the FY 2014 Congressional Publishing Appropriation to the Business Operations Revolving Fund may be requested in FY 2020, as authorized in the annual appropriations language.

A. Congressional Record Publications. The proceedings of the Senate and House of Representatives are printed in the *Congressional Record*, and published in digital format to GPO's **govinfo**. Currently, 1,936 copies are printed daily. About 1,530 copies are charged to the Congressional Publishing Appropriation, including about 494 copies distributed without charge to recipients designated by Senators. The copies that are not charged to the Congressional Publishing Appropriation are delivered and charged to Government departments on requisitions, and to the Superintendent of Documents for sale to subscribers. Online access to a digital *Congressional Record* database was initiated in 1994 pursuant to the authorization in chapter 41 of title 44, U.S.C. After the close of each session, the daily proceedings are consolidated, indexed, and posted on **govinfo**. About 233 sets are printed as the permanent bound edition of the *Record*. About 102 of these sets are for Congressional use and charged to the Congressional Publishing Appropriation. The remaining 131 sets are for public sale, charged to departments on requisition, or distributed to regional Federal depository libraries. An estimated 22,300 pages will be required in FY 2020 and the cost will be approximately \$20,219,000.

B. Miscellaneous Publications. This item includes publications such as the *Congressional Directory*, Senate and House Journals, memorial addresses of Members, serial sets, and publications not carrying a document or report number, such as laws, treaties, and similar publications. An estimated \$1,994,000 will be required in FY 2020 for approximately 13,000 pages.

C. Miscellaneous Publishing and Services. This item includes letterheads, envelopes, blank paper, miscellaneous services, blank forms, composition and content management, COOP-related expenses for the support of Congress, and binding for both Houses of Congress. The estimate for FY 2020 is \$17,170,000 for about 43.7 million units.

D. Details to Congress. This item includes the cost for GPO employees detailed to Congress. The estimated cost for FY 2020 is \$5,128,000 for 79,700 hours.

E. Document Envelopes and Document Franks. Document envelopes are furnished to Senators and Representatives for the mailing of speeches and documents. Document franks are printed individually or in sheets with perforations and are furnished to Members of Congress for mailing documents. An estimated \$628,000 will be needed in FY 2020 for approximately 4,387,500 envelopes, at a cost of \$596,600, and 112,500 document franks, at a cost of \$31,400.

F. Business and Committee Calendars. This heading covers the publishing of all House and Senate business and committee calendars, which list the actions on pending and completed legislation. An estimated \$4,426,000 will be required in FY 2020 for approximately 33,900 pages.

G. Bills, Resolutions, and Amendments. This heading covers the publishing of bills, resolutions, and amendments in all forms, including the prints as introduced, referred, reported, and finally passed. The estimate for FY 2020 is \$5,826,000 for approximately 126,100 pages.

H. Committee Reports. This item covers published reports of congressional committees on pending legislation that carry a congressional number. An estimated \$2,826,000 will be needed for about 30,400 pages in FY 2020.

I. Documents. This heading includes all classes of Senate and House documents ordered published by Congress that carry a congressional number, such as annual reports, engineers' reports, special reports made by Government departments in response to resolutions, supplemental and deficiency estimates of appropriations, etc. The estimate for FY 2020 is \$724,000 for about 25,700 pages.

J. Hearings. This item covers all hearings before House and Senate committees. The estimate for FY 2020 is \$16,419,000 for approximately 223,300 pages.

K. Committee Prints. This item includes publications for the internal use of committees on pending legislation. The estimate for FY 2020 is \$713,000 for 20,700 pages.

L. United States Code. The 2018 edition of the United States Code and supplements were funded in the FY 2019 appropriation. It contains the general and permanent laws of the United States. It is prepared and published every 6 years under authority of Title 2, U.S.C. Section 285b by the Office of the Law Revision Counsel of the House of Representatives.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
Base Budget Review (Detail by Activity)
(Dollars in Thousands)

Category	2018 Actual ¹	2019 Estimate	2020 Estimate	Change
A. Congressional Record Publications:				
Daily Record:				
Content Development ²	\$ 13,593	\$ 11,458	\$ 13,547	\$ 2,089
Printing.....	6,695	5,643	6,672	1,029
Subtotal.....	20,288	17,101	20,219	3,118
Record Index.....	2,106	1,948	2,295	347
Record Indexers.....	1,789	2,250	2,338	88
Subtotal.....	24,183	21,299	24,852	3,553
B. Miscellaneous Publications.....	3,059	1,550	1,994	444
C. Miscellaneous Publishing and Services.....	16,186	18,338	17,170	(1,168)
D. Details to Congress.....	4,922	5,034	5,128	94
E. Document Envelopes and Franks.....	653	577	628	51
F. Business and Committee Calendars.....	5,171	2,701	4,426	1,725
G. Bills, Resolutions, and Amendments.....	5,805	5,687	5,826	139
H. Committee Reports.....	2,925	2,603	2,826	223
I. Documents.....	599	878	724	(154)
J. Hearings.....	15,153	15,410	16,419	1,009
K. Committee Prints.....	645	813	713	(100)
L. U. S. Code.....	0	3,763	0	(3,763)
Total Obligations.....	79,301	78,653	80,706	2,053
Surplus/(Shortfall).....	227	347	(1,706) ³	(2,053)
Appropriation.....	\$ 79,528	\$ 79,000	\$ 79,000	\$ (0)

¹ Actual year-to-date expenditures and estimated unliquidated obligations.

² Includes GPO **govinfo** publishing.

³ The unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset the projected shortfall for FY 2020 and the balance will be used for critical projects supporting congressional publishing.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
 Analysis Of Change FY 2019 to FY 2020

CALCULATION OF BASE		
	FTE	AMOUNT (000)
Base, 2019	-	\$79,000
2020 REQUEST		
I. Adjustments To Base		
A. Price Level Changes	-	3,044
1. Daily Congressional Record:		
1a. Content Development	-	511
1b. Printing	-	<u>251</u>
Subtotal	-	762
2. Congressional Record Index	-	87
3. Congressional Record Indexers	-	88
4. Miscellaneous Publications	-	75
5. Miscellaneous Publishing and Services	-	648
6. Details to Congress	-	193
7. Document Envelopes and Franks	-	24
8. Business and Committee Calendars	-	167
9. Bills, Resolutions, and Amendments	-	220
10. Committee Reports	-	107
11. Documents	-	27
12. Hearings	-	619
13. Committee Prints	-	27
14. U.S. Code	-	0

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
 Analysis Of Change FY 2019 to FY 2020

CALCULATION OF BASE	
FTE	AMOUNT (000)
B. Program Type Changes	(\$3,044)
1. Activity	(991)
a. Daily Congressional Record:	
1. Content Development	1,578
2. Printing	<u>777</u>
Subtotal	2,355
3. Congressional Record Index	260
4. Congressional Record Indexers	0
b. Miscellaneous Publications	369
c. Miscellaneous Publishing and Services	(1,815)
d. Details to Congress	(99)
e. Document Envelopes and Franks	27
f. Business and Committee Calendars	1,558
g. Bills, Resolutions, and Amendments	(80)
h. Committee Reports	116
i. Documents	(182)
j. Hearings	389
k. Committee Prints	(126)
l. U.S. Code	(3,763)
2. Estimated Change - in Surplus/(Shortfall)	(2,053)
II. Net Change	(0)
III. Appropriation 2020	\$79,000

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
Explanation of Changes

	FTE	Amount (000)
A. PRICE LEVEL CHANGES		
The average 3.9% increase is due to increase in printing costs rates.	-	\$3,044
B. PROGRAM TYPE CHANGES		
1. Activity (Volume)	-	(991)
a. Congressional Record Publications:		
1. Daily Record This 13.8 percent increase is computed based on historical data.	-	2,355
2. Congressional Record Index This 13.3 percent increase is computed based on historical data.	-	260
b. Miscellaneous Publications This 23.8 percent increase is computed based on historical data.	-	369
c. Miscellaneous Publishing and Services This 9.9 percent decrease is computed based on historical data.	-	(1,815)
d. Details to Congress This 2 percent decrease is computed based on historical data.	-	(99)
e. Document Envelopes and Franks This 4.7 percent increase is computed based on historical data.	-	27
f. Business and Committee Calendars This 57.7 percent increase is computed based on historical data associated with Congressional terms.	-	1,558
g. Bills, Resolutions, and Amendments This 1.4 percent decrease is computed based on historical data.	-	(80)
h. Committee Reports This 4.5 percent increase is computed based on historical data.	-	116
i. Documents This 20.7 percent decrease is computed based on historical data.	-	(182)
j. Hearings This 2.5 percent increase is computed based on historical data.	-	389
k. Committee Prints This 15.5 percent decrease is computed based on historical data.	-	(126)
l. U.S. Code This decrease is based on an update that occurs every 6 years and is based on historical data.	-	(3,763)
2. Estimated Change - in Surplus/(Shortfall)	-	(\$2,053)

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION**
By Object Class
(Dollars in Thousands)

OMB Object Class	2018 Actual	2019 Actual	2020 Estimate	Change
24 Printing & Reproduction	\$79,528	\$79,000	\$79,000	0

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION**
Analysis of Change to Budget Base
(Dollars in Thousands)

OMB Object Class	Price Level Changes	Program Type Changes	Total Change
24 Printing & Reproduction	\$3,044	(\$3,044)	0

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION**

Estimated Cost Per Unit by Category¹

Category	Unit ²	2018	2019	2020
A. Congressional Record Publishing:				
Daily Record:				
Content Development.....	Page.....	\$569	\$584	\$608
Printing.....	Page.....	<u>280</u>	<u>288</u>	<u>299</u>
Subtotal.....	Page.....	849	872	907
Record Index.....	Page.....	421	433	450
Record Indexers.....	Hours.....	105	108	112
B. Miscellaneous Publications.....	Page.....	144	148	153
C. Miscellaneous Publishing and Services	1,000 items....	368	378	393
D. Details to Congress.....	Hours.....	60	62	64
E. Document Envelopes and Franks.....	1,000 items....	131	134	139
F. Business and Committee Calendars.....	Page.....	122	126	131
G. Bills, Resolutions, and Amendments.....	Page.....	43	44	46
H. Committee Reports.....	Page.....	87	89	93
I. Documents.....	Page.....	26	27	28
J. Hearings.....	Page.....	69	71	74
K. Committee Prints.....	Page.....	32	33	34
L. U.S. Code	Page.....		64	

¹ Unit costs are established based on projected workload volumes and costs. Unit costs may require adjustment if actual workload demands differ substantially from projections. GPO does not control actual workload volumes, which are driven by customer requirements. Volume variances may result in actual unit costs that differ from these estimates, due to fixed costs which do not vary directly in proportion to workload.

² The unit cost per page is the number of original pages, and the cost includes all Congressional copies of each category of work. The per page cost for content development for the Daily Congressional Record includes all composition (including file up-date and maintenance for the permanent edition) and prepress costs per original page. The cost for printing includes binding and mailing all of the copies charged to Congress. Based on an average press run, the total production cost includes copies ordered by agencies, depository libraries, and for sale to the public. The rider rate for printing additional copies is 1.5 cents per copy page.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
Volume¹ Increase/(Decrease)

Category	Unit	2018		2019		2020	
		Total	Increase/(Decrease) Quantity Percent	Total	Increase/(Decrease) Quantity Percent	Total	Increase/(Decrease) Quantity Percent
A. Congressional Record Publishing:							
Daily Record:							
Content Development.....	Page.....	23,900	(4,300) (18.0)	19,600	2,700	13.8	22,300
Printing.....	Page.....	23,900	(4,300) (18.0)	19,600	2,700	13.8	22,300
Record Index.....	Page.....	5,000	(500) (10.0)	4,500	600	13.3	5,100
Record Indexers.....	Hours.....	17,000	3,800 22.4	20,800	0	0.0	20,800
B. Miscellaneous Publications.....							
Miscellaneous Publications.....	Page.....	21,300	(10,800) (50.7)	10,500	2,500	23.8	13,000
C. Miscellaneous Publishing and Services							
Miscellaneous Publishing and Services	1,000 items....	44,000	4,500 10.2	48,500	(4,800)	(9.9)	43,700
D. Details to Congress.....							
Details to Congress.....	Hours.....	81,700	(400) (0.5)	81,300	(1,600)	(2.0)	79,700
E. Document Envelopes and Franks.....							
Document Envelopes and Franks.....	1,000 items....	5,000	(700) (14.0)	4,300	200	4.7	4,500
F. Calendars.....							
Calendars.....	Page.....	42,300	(20,800) (49.2)	21,500	12,400	57.7	33,900
G. Bills, Resolutions, and Amendments.....							
Bills, Resolutions, and Amendments.....	Page.....	134,200	(6,300) (4.7)	127,900	(1,800)	(1.4)	126,100
H. Committee Reports.....							
Committee Reports.....	Page.....	33,600	(4,500) (13.4)	29,100	1,300	4.5	30,400
I. Documents.....							
Documents.....	Page.....	22,700	9,700 42.7	32,400	(6,700)	(20.7)	25,700
J. Hearings.....							
Hearings.....	Page.....	220,125	(2,325) (1.1)	217,800	5,500	2.5	223,300
K. Committee Prints.....							
Committee Prints.....	Page.....	20,000	4,500 22.5	24,500	(3,800)	(15.5)	20,700
L. U.S. Code							
U.S. Code	Page.....	0	58,800 100.0	58,800	(58,800)	(100.0)	0

¹ Volume is an estimate of anticipated requirements.

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY**
During FY 2018

House Committees	Daily Cong. Record	Record Index	Record Indexers	Misc. Pubs.	Misc P & S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Committee Prints	TOTALS
U.S. House of Representatives	11,604,153	1,276,521		17,709	1,415,333	294,560		708		1,582,651					16,191,636
Clerk of the House	4,504			191,946	952,570		934	501	3,053,871		28,886	302		4,260	4,237,775
House Members					104		646,965	9,793							656,862
H. Agriculture					4,021	121,020	610						152,620		278,271
H. Appropriations				1,160	99,217								4,389,980	473,950	4,964,307
H. Armed Services					33,956	118,380							218,010		370,346
H. Financial Services					2,575								711,116		713,691
H. Education and the Workforce					6,918	92,820							111,612		211,350
H. Foreign Affairs					-252								573,716		573,464
H. Oversight & Government Reform					1,616	134,400							408,690	1,552	546,258
H. House Administration					2,931								158,423		161,354
H. Natural Resources					9,495	91,920							131,191		232,606
H. Energy and Commerce				326	92,837	243,900			32,716				714,440		1,084,219
H. Judiciary					9,987								99,551	10,883	120,422
H. Energy Independence															0
H. Transportation & Infrastructure					2,790	120,960			23,635				226,030		373,414
H. Rules				67	53,455							12,172		98,798	164,492
H. Science, Space & Technology				213	2,416								314,856	15,703	333,188
H. Veterans' Affairs					9,878	95,040							175,133		280,051
H. Ways and Means				437	5,973								21,320		27,731
H. Small Business					364	113,100							127,981		241,445
H. Commission on Security & Cooperation in Europe					2,168	107,700							102,895		212,763
H. Ethics				28,290	9,969		309								38,568
H. Office of the Chief Administrative Officer				29,074	98,823		424								167,384
H. Office of the Chief Administrative Officer					984							39,063			984
H. Commission on Congressional Mailing Standards					1,110										1,110
H. Budget					5,117		198						37,003	8,697	51,015
H. Legislative Counsel						416,580									416,580
H. Homeland Security					60,137	113,760							216,887		390,784
H. Permanent Select Committee on Intelligence															0
H. US-China Economic and Security Review Commission				1,725	16,662						2,660				21,047
H. Select Committee On Benghazi															35,292
Total House	11,608,657	1,276,521	0	270,947	2,901,156	2,064,140	649,439	11,002	3,110,222	1,582,651	31,546	51,537	8,926,746	613,843	33,098,408

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY**
During FY 2018

Senate Committees	Daily Cong. Record	Record Index	Record Indexers	Misc. Pubs.	Misc. P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Committee		TOTALS
														Prints		
U. S. Senate	7,863,779	913,942		10,956	675,703		163		1,847,647	1,887,181	64,864				5,301	13,289,536
Secretary of the Senate				80,621	1,503,450	487,080					253	10,492			4,547	2,086,444
Senate Members				10,433	2,175,544		572									2,186,548
S. Sec - Sergeant at Arms					920,577											920,577
S. Agriculture, Nutrition & Forestry				49	20,038	52,320			25				77,066			149,449
S. Appropriations					8,486	292,860							385,435		67,552	755,824
S. Armed Services				19	5,260	300,320			12,022				163,396			247,572
S. Banking, Housing & Urban Affairs				292	5,730	108,720							340,611		129	658,361
S. Commerce, Science & Transportation					2,019	225,640							260,520			374,970
S. Finance					3,127	221,440							133,792		23,178	384,921
S. Foreign Relations					11,755	100,440							186,881		246	411,694
S. Homeland Security & Governmental Affairs					9,790	127,440							474,943		7,971	595,109
S. Energy and Natural Resources					7,120	127,500							565,688			702,918
S. Judiciary					6,229	93,840							830,902			965,522
S. Health, Education, Labor & Pensions					8,732	192,420							158,800			258,869
S. Environment & Public Works				2,599	5,941								646,211			847,363
S. Rules & Administration					10,270								4,767			13,307
S. Democratic Policy					2,594											10,270
S. Republican Policy					1,168											2,594
S. Small Business & Entrepreneurship					3,750	89,700							34,730		6,084	41,981
S. Special Committee on Aging					4,365								19,758			113,208
S. Select Committee on Ethics					1,774	173,760							73,955		6,641	256,130
S. Veterans' Affairs					15,558	310,930										326,488
S. Legislative Counsel				95,229	215,897											311,126
S. Sergeant at Arms					1,901	54,660							53,737		32,625	142,923
S. Budget					1,955										627	2,562
S. Legal Counsel					7,461								176,161			183,647
S. Select Committee on Intelligence					4,242	110,400			25				71,914			186,556
S. Indian Affairs																
Total Senate	7,863,779	913,942	0	200,198	5,650,362	3,145,160	735	0	1,859,719	1,887,181	65,117	10,492	4,659,267	154,902	26,410,851	

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY
During FY 2018**

Joint Committees	Daily Cong. Record	Record Index	Record Indexers	Misc. Pubs.	Misc P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Committee Prints	TOTALS
Joint Committee on Printing				\$1,902										\$50,379	\$52,281
Joint Economic Committee				\$797	\$2,636								\$64,543		\$67,976
Joint Committee on Taxation				\$292	\$12,433										\$12,725
Joint Committee on Inaugural Ceremonies				\$1,089	\$541,661										\$541,661
Total Joint Committees	\$0	\$0	\$0	\$1,089	\$558,632	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$64,543	\$50,379	\$674,643
Miscellaneous															
Brawl															
Architect of the Capitol	\$731,236	\$13,524	\$1,631,554	\$1,879,222	\$7,492,641	\$126,450			\$6,489	\$2,243,856	\$2,727,964	\$1,253,643		\$14,131	\$18,120,709
Cong-Exec Commission on China				\$3,304	\$109										\$3,412
Senate Caucus On International Narcotics Control					\$7,223	\$78,500							\$6,893	\$12,333	\$104,949
Total Miscellaneous	\$731,236	\$13,524	\$1,631,554	\$1,882,525	\$7,501,327	\$204,950	\$0	\$0	\$6,489	\$2,243,856	\$2,727,964	\$1,253,643	\$6,893	\$26,464	\$18,230,425
TOTALS	\$20,203,672	\$2,203,987	\$1,631,554	\$2,354,759	\$16,611,477	\$5,414,250	\$650,174	\$11,002	\$4,976,430	\$5,713,688	\$2,824,627	\$1,315,672	\$13,657,448	\$845,587	\$78,414,327

DETAILS TO CONGRESS AS OF SEPTEMBER 30, 2017 & 2018

	2017	2018
SENATE COMMITTEES		
Aging.....	1	1
Agriculture, Nutrition, and Forestry.....	1	1
Appropriations.....	3	3
Armed Services.....	1	1
Banking, Housing, and Urban Affairs.....	2	2
Commerce, Science, and Transportation.....	1	2
Energy and Natural Resources.....	1	1
Environment & Public Works.....	2	2
Finance.....	2	2
Foreign Relations.....	2	2
Health, Education, Labor, & Pensions.....	1	1
Homeland Security and Governmental Affairs.....	1	1
Indian Affairs.....	1	1
Judiciary.....	1	1
Veterans' Affairs.....	1	1
Total Senate Committees.....	<u>21</u>	<u>22</u>
HOUSE COMMITTEES		
Agriculture.....	1	1
Armed Services.....	1	1
Budget.....	0	1
Education and the Workforce.....	1	1
Energy and Commerce.....	2	2
Financial Services.....	0	2
Homeland Security.....	1	1
Natural Resources.....	1	1
Oversight and Government Reform.....	1	1
Small Business.....	1	1
Transportation and Infrastructure.....	1	1
Veterans' Affairs.....	<u>1</u>	<u>1</u>
Total House Committees.....	<u>11</u>	<u>14</u>
MISCELLANEOUS		
Commission on Security and Cooperation in Europe.....	1	1
Congressional Service Center (CRS).....	1	1
House Legislative Counsel.....	4	4
House Parliamentarian.....	1	1
Senate Docutech Room.....	1	1
Senate Enrolling Clerk.....	1	1
Senate Legislative Counsel.....	3	3
Senate Official Reporters.....	1	1
Senate Service Department.....	1	1
House Law Revision.....	1	<u>2</u>
Total Miscellaneous.....	<u>15</u>	<u>16</u>
SUMMARY		
Senate Committees.....	21	22
House Committees.....	11	14
Miscellaneous.....	<u>15</u>	<u>16</u>
	<u>47</u>	<u>52</u>

GOVERNMENT PUBLISHING OFFICE
PUBLIC INFORMATION PROGRAMS OF THE SUPERINTENDENT OF DOCUMENTS
SALARIES AND EXPENSES
(INCLUDING TRANSFER OF FUNDS)
Fiscal Year 2020

Proposed Appropriation Language:

For expenses of the public information programs of the Superintendent of Documents necessary to provide for the cataloging and indexing of Government publications *in any format* and their distribution to the public, Members of Congress, other Government agencies, and designated depository and international exchange libraries as authorized by law, [32,000,000] **\$31,296,000**: *Provided*, That amounts of not more than \$2,000,000 from current year appropriations are authorized for producing and disseminating Congressional serial sets and other related publications for fiscal years [2017 and] 2018 *and* 2019 to depository and other designated libraries: *Provided further*, That unobligated or unexpended balances of expired discretionary funds made available under this heading in this Act for this fiscal year may be transferred to, and merged with, funds under the heading “Government Publishing Office Business Operations Revolving Fund” no later than the end of the fifth fiscal year after the last fiscal year for which such funds are available for the purposes for which appropriated, to be available for carrying out the purposes of this heading, subject to the approval of the Committee on Appropriations of the House of Representatives and the Senate. (*Legislative Branch Appropriations Act, 2019*)

Base Budget Review:

Description of Programs

The Public Information Programs of the Superintendent of Documents Salaries and Expenses Appropriation administers: (1) the Federal Depository Library Program (FDLP); (2) the cataloging and indexing of Government publications; (3) the distribution of certain Government publications to Members of Congress and other Government agencies, as designated by law; and (4) the distribution of Government publications in the International Exchange Service.

A total appropriation of \$31,296,000 is being requested for FY 2020. This is a decrease of \$704,000 from the FY 2019 request. The previous year included a \$2,000,000 request for publishing the U.S. Code which is revised every six years. The FY 2019 FTE level of 100 remains the same in FY 2020. Increases in FY 2020 costs are due to mandatory personnel increases and projected inflation.

By Law Distribution Program

In FY 2020, the requested amount is \$317,000 for the By Law Distribution Program. Under various provisions of Title 44, U.S.C., GPO distributes certain tangible publications to recipients designated by law. Two or more copies of every publication printed by GPO are provided to Library of Congress (LOC), even if the publication is not distributed to the Federal depository libraries. In addition, the National Archives and Records Administration (NARA) receives up to three copies of printed publications. GPO also maintains mailing lists of specific publications that are designated to be distributed by law and provides copies of publications to foreign legations as directed by the State Department.

Cataloging and Indexing Program

For FY 2019, the requested amount is \$9,200,000 to administer the Cataloging and Indexing Program. Under the requirements of sections 1710 and 1711 of Title 44, U.S.C., GPO is charged with creating access to all Federal Government publications that are not confidential in nature via catalogs and indexes. The principal tool to do that is the web-based Catalog of U.S. Government Publications (CGP) (<https://catalog.gpo.gov>) that has over 951,000 records identifying and providing access to tangible and digital Federal Government publications. In FY 2018, there were 28,807,616 successful searches of the CGP, and 34,367 new records for tangible and online titles were added to the catalog. GPO's goals for the CGP are to expand this catalog to be a comprehensive title listing of all public Federal Government publications, both historic and electronic, and increase the visibility and use of Government information products. In FY 2019, work continues to modernize the software platform for the CGP and provide new methods to increase access to U.S. Government information using prior year funds. In FY 2019, focus will be to develop an outreach program to agencies to ensure that digital only materials are included in the FDLP and harvesting of agency web content will be increased.

A major undertaking of the program is the National Bibliographic Records Inventory Initiative (NBRII). The initiative comprises various multi-year projects to bring fugitive material and historic publications under bibliographic control and to make those records available through the CGP. In FY 2018, LSCM continued to work on multiple NBRII tasks including the transcription of the historic Shelflist with over 77% of the work complete. With the Shelflist transcription nearing completion, LSCM will be evaluating the effort and determining next steps in FY19. Working with cataloging library partners, over 7,000 titles were identified and cataloged. As part of that effort, LSCM completed adding 4,492 bibliographic records for print versions of the Bureau of Mine's Reports of Investigations from the University of Colorado. In addition, over 600 records were added through a partnership with the Federal Reserve Bank of St. Louis. Prior years transfer funds will be used to fund on-going historic cataloging efforts in FY 2019. This will include an increase in outreach activities to library partners to help identify fugitive content for cataloging and to increase bibliographic content that is available via the Catalog of U.S. Government Publications.

Federal Depository Library Program

In FY 2020, the requested amount is \$21,100,000 for the administration of the Federal Depository Program. As authorized by chapter 19 of Title 44, U.S.C., the mission of the FDLP is to disseminate information products from all three branches of the Federal Government to 1,133 libraries nationwide designated as Federal depository libraries, directly by law or as depositories designated by their Representatives and Senators. Federal depository libraries maintain and provide free access to Federal Government information products to the public. Providing free online access to Government publications is established under the authority of chapter 41 of Title 44, U.S.C., via **govinfo** (www.govinfo.gov).

In FY 2018, 4,211 tangible titles consisting of 802,834 copies were distributed to Federal depository libraries. In keeping with the direction of the Legislative Appropriations Act for FY 1996, GPO has transitioned the FDLP to a predominantly digital electronic program. The total number of Federal Government information titles available to the public online via **govinfo** continues to increase with over one million searchable documents. The costs of the program are related to identifying, acquiring, cataloging, linking to, authenticating, modernizing, and providing permanent public access to digital Government information. In FY 2019, the SuDocs organization will continue to spend prior year re-programmed funds of \$2,785,000 which are being used for general development of the system and continual ingest of new and historic

content in addition to on-going maintenance and support for **govinfo** and digital repository infrastructure assessment. In addition, the SuDocs organization will utilize funds for the continued development and enhancement of the FDLP eXchange, the depository community's online tool for exchanging Government publications nationwide, in order to enhance depository collections and place publications where they are needed most.

In FY 2019, prior year funds will also be used on projects that support the libraries and the administration of the Federal Depository Library Program. Projects include the implementation of the Regional Discard Policy; migration of legacy applications; systems maintenance and security enhancements; the continued implementation of a new Customer Relations Management service to respond to stakeholders information requests; education, training, and outreach activities to support libraries in the FDLP (which presented 85 training sessions to over 10,000 registrants in FY 2018); services to support the preservation of historic documents in library collections; and program and service assessment.

International Exchange Service

For FY 2020, the requested amount is \$679,000 to administer the International Exchange Service. As authorized by Section 1719 of Title 44, U.S.C., and pursuant to an international treaty establishing the exchange of official publications, GPO distributes U.S. Government publications in microfiche, print and tangible electronic formats to foreign governments. In exchange, those foreign governments agree to send their similar government publications to the United States for deposit at the Library of Congress (LOC). LOC designates which publications are to be distributed abroad and GPO performs the actual distribution. In FY 2018, a total of 155,057 copies and 1,613 boxes of materials were sent to International Exchange Service partners.

**Government Publishing Office
Public Information Programs
Superintendent of Documents
Salaries and Expenses**
Analysis of Change 2019 to 2020
(Dollars in Thousands)

	2020 Agency Request	
	FTE	Amount
FY 2019	100	\$ 32,000
FY 2020		
Mandatory Pay and Related Costs		
Annualization of pay for FY 2019	-	129
Pay raise for FY 2020	-	351
Within-grade increases for FY 2020	-	237
FERS increase for FY 2020	-	233
Increase of 1 work day in FY 2020	-	52
Total Mandatory Pay and Related Costs	-	<u>1,002</u>
Total Price Level Changes	-	<u>294</u>
Program/Project/Activity Increases/Decreases for FY 2020		
Printing of the U.S. Code	-	(2,000)
Total Program/Project/Activity Increases (Decreases) for FY 2020	-	<u>(2,000)</u>
Total Net Change	-	(704)
Total 2020 Appropriation	100	\$ 31,296

**Government Publishing Office
Public Information Programs
Superintendent of Documents
Salaries and Expenses
Summary
(Dollars in Thousands)**

	FY 2018 Actual (1)	FY 2019 P.L. 115-244 (2)	FY 2020 Requested (3)	FY 2019/2020 Net Change	
<u>Summary by Program</u>					
By Law Distribution	\$ 294	\$ 320	\$ 317	\$ (3)	(4)
Cataloging and Indexing	8,525	9,280	9,200	(80)	(4)
Federal Depository Library	19,552	21,760	21,100	(660)	(4)
International Exchange	629	640	679	39	(4)
Total Appropriation	\$ 29,000	\$ 32,000	\$ 31,296	\$ (704)	
<u>Summary by OMB Object Class</u>					
11 Personnel Compensation	\$ 8,618	\$ 9,784	\$ 10,141	\$ 357	(5)
12 Personnel Benefits	2,868	2,935	3,580	645	(6)
21 Travel	134	71	73	2	(7)
22 Transportation of Things	613	716	733	17	(7)
23 Rents Communications and Utilities	117	127	130	3	(7)
24 Printing and Reproduction	6,388	8,093	6,239	(1,854)	(8)
25 Other Services	9,868	10,053	10,174	121	(9)
26 Supplies and Materials	394	221	226	5	(7)
Total Appropriation	\$ 29,000	\$ 32,000	\$ 31,296	\$ (704)	

- (1) Actual and obligated expenditures against the 2018 S&E Appropriation through 09/30/18.
- (2) FY 2019 approved and obligated funding through 09/30/2019. (Energy and Water, Legislative Branch, and Military Construction and Veterans Affairs Appropriations Act, 2019 , P.L. 115-244). The amount requested was \$32,000,000.
- (3) Requested amount is based on FY 2019 funding levels with mandatory increases for FY 2020 salary and all non-salary categories. Personnel compensation was calculated based on staffing needs, inflation, increase in FERS contributions and appropriate work days for the year.
- (4) Amount reflects mandatory increases for personnel and price level increases with a reduced request for Other Services for Cataloging and Indexing and **govinfo** projects that are to be funded through prior-years transfer funds.
- (5) Amount reflects the funding of merit and within grade and mandatory pay increases for 100 FTEs for FY 2020.
- (6) Reflects anticipated benefit expenditures based on 33% of Personnel Compensation figure using the actual FY 2018 percentage rate plus an increase in agency contributions to FERS.
- (7) Reflects price level increase due to inflation.
- (8) Decrease in printing is due to \$2 million being requested for the printing of the U.S. Code in FY 2019 not needed in FY 2020. Full reduction is partially offset by inflation.
- (9) Includes Workers' Compensation, Shared Services, overhead, depreciation on equipment and contractual services. Inflation has been applied to all categories.

**GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS
REVOLVING FUND
Fiscal Year 2020**

Proposed Appropriations Language:

For payment to the Government Publishing Office Business Operations Revolving Fund, [\$6,000,000] \$6,704,000, to remain available until expended, for information technology development and facilities repair: Provided, That the Government Publishing Office is hereby authorized to make such expenditures, within the limits of funds available and in accordance with law, and to make such contracts and commitments without regard to fiscal year limitations as provided by section 9104 of title 31, United States Code, as may be necessary in carrying out the programs and purposes set forth in the budget for the current fiscal year for the Government Publishing Office Business Operations Revolving Fund: Provided further, That not more than \$7,500 may be expended on the certification of the Director of the Government Publishing Office in connection with official representation and reception expenses: Provided further, That the business operations revolving fund shall be available for the hire or purchase of not more than 12 passenger motor vehicles: Provided further, That expenditures in connection with travel expenses of the advisory councils to the Director of the Government Publishing Office shall be deemed necessary to carry out the provisions of title 44, United States Code: Provided further, That the business operations revolving fund shall be available for temporary or intermittent services under section 3109(b) of title 5, United States Code, but at rates for individuals not more than the daily equivalent of the annual rate of basic pay for level V of the Executive Schedule under section 5316 of such title: Provided further, That activities financed through the business operations revolving fund may provide information in any format: Provided further, That the business operations revolving fund and the funds provided under the heading "Public Information Programs of the Superintendent of Documents" may not be used for contracted security services at GPO's passport facility in the District of Columbia. (*Legislative Branch Appropriations Act, 2019*)

Base Budget Review:

By law, GPO's Business Operations Revolving Fund is used to finance GPO's publishing operations. Approximately 70 percent (excluding Security and Intelligent Documents) of GPO's publishing revenue is from procuring publications and related services for customer agencies. This work is procured through GPO's Customer Services business unit utilizing the private sector printing and information product industry. The majority of the Government's publishing requirements are effectively satisfied through this procurement activity because the highly competitive process provides access to the vast resources, expertise, and specialization within the commercial sector at the most cost effective price.

GPO's in-plant facility provides digital and tangible products in support of the information and day-to-day business needs of Congress and Federal agencies. GPO produces the *Congressional Record* overnight when Congress is in session, and bills, hearings, documents, reports and committee prints in time to support Congress' legislative needs. Also produced are the *Federal Register*, the *Code of Federal Regulations*, and other key Government documents, such as the annual *U.S. Budget*.

GPO plays a critical role in America's security by producing secure Federal credentials, including the U.S. Passport for the Department of State that combine digital and print security

measures. GPO's publications sales program provides the public with an opportunity to purchase a wide variety of low cost, consumer-oriented publications, Congressional documents, and Executive and Judicial publications.

Documents can be ordered through GPO's secure Online Bookstore site at <https://bookstore.gpo.gov> or from GPO's bookstore in Washington, D.C. Free and low cost publications are distributed through the Federal Citizen Information Center (FCIC) in Pueblo, CO. GPO also provides warehousing and publication distribution services for Federal agencies on a reimbursable basis. Thousands of titles are for sale at any given time, including books, CDROMs, eBooks and other digital formats.

BUSINESS OPERATIONS REVOLVING FUND REQUESTS

For FY 2020, GPO is requesting a total of \$6,704,000 for the Revolving Fund to remain available until expended, for the following projects:

govinfo Projects

General System and Collection Development	\$ 4,400,000
Infrastructure	1,304,000
Total govinfo	5,704,000

Cybersecurity Projects

Security Enhancements for Advanced Persistent Threat	\$ 1,000,000
Total Revolving Fund Project Requests	\$ 6,704,000

govinfo Projects

General System and Collection Development (\$4,400,000). 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 (\$1,304,000). Infrastructure for hardware, storage, and environments to manage system performance as **govinfo** content and usage grows.

Cybersecurity Projects

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 other impacts.

GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS REVOLVING FUND
 Analysis of Change FY 2019 to FY 2020
 (Dollars in Thousands)

	FY 2020 Agency Request	
	FTE	Amount
Obligations, FY 2019	1,629	\$ 820,093
Mandatory Pay and Related Costs		
Annualization of FY 2019 pay raise	-	1,277
Pay raise for FY 2020	-	3,033
Within-grade increases for FY 2020	-	2,128
FERS increases for FY 2020	-	3,402
Increase of 1 work day for FY 2020	-	855
Total Mandatory Pay and Related Costs	-	10,695
Total Price Level Changes	-	13,710
Non-recurring Costs - Equipment to be obligated in FY 2019	-	(35,991)
Program/Project/Activity Increases for FY 2020		
Capital expenditures equipment, systems, and facilities	-	41,727
Capital Expenditures to be funded by an Appropriation		
Security Enhancements for Advance Persistent Threat	-	1,000
govinfo General System & Collection Development	-	4,400
govinfo Infrastructure	-	1,304
Total Expenditures to be funded by an Appropriation	-	6,704
Net change requested	-	\$ 36,845
Total Budget FY 2020	1,629	856,938
Offsetting Collections	-	850,234
Total FY 2020 Appropriation	-	\$ 6,704

GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS REVOLVING FUND
Summary By Object Class
(Dollars in Thousands)

Object Class	FY 2018 Actual	FY 2019 Enacted	FY 2020 Request	FY 2019/2020 Net Change
11 Personnel Compensation	\$ 156,332	\$ 157,411	\$ 162,797	\$ 5,385
12 Personnel Benefits	54,347	55,405	60,714	5,310
21 Travel	993	1,122	1,149	27
22 Transportation of Things	9,781	9,884	10,121	237
23 Rents, Communications and Utilities	16,941	18,622	19,069	447
24 Printing and Reproduction	342,807	334,226	342,247	8,021
25 Other Services	46,202	52,841	54,108	1,267
26 Supplies and Materials	181,783	154,592	158,302	3,710
31 Equipment	28,333	35,991	48,431	12,440
Total Budget	\$ 837,521	\$ 820,093	\$ 856,938	\$ 36,845

Note: Includes funding for the Office of Inspector General.

**Congressional Publishing Appropriations
Transfer Carryover Spending Plan
As of September 30, 2018**

	Total
Unexpended Balance, September 30, 2018.....	\$37,413,008
Requirements:	
Estimated shortfalls.....	2,048,000
Composition System Replacement.....	22,361,171
Documents in USLM Project (remaining funding and option years).....	437,200
USLM Project for Statutes Compilations.....	400,000
Legislative XML Working Group/Bulk Data Task Force Projects.....	5,981,637
Data Center Tertiary Back-Up.....	<u>6,185,000</u>
Total.....	37,413,008
Estimated FY 2014 transfer request.....	7,556,301
Requirements:	
Composition System Replacement (for 2023).....	6,072,000
Legislative XML Working Group/Bulk Data Task Force Projects.....	<u>1,484,301</u>
Total.....	\$7,556,301

**Public Information Programs Appropriations
Transfer Carryover Spending Plan
As of September 30, 2018**

	Total
Unexpended Balance, September 30, 2018.....	\$13,963,986
Requirements:	
Collection Preservation of New and Historical Documents.....	5,299,522
Outreach Activities and Program Support for Federal Depository Libraries.....	1,819,890
Continued Development of gov.info Content and Capabilities.....	4,364,877
Modernization of Outdated and Unsupported FDLP Systems.....	1,545,705
Reserve Funds for Printing and Other Unanticipated Shortfalls.....	933,992
Total.....	13,963,986
Estimated FY 2014 transfer request.....	5,000,000
Requirements:	
Relocation of Library Programs Services division in conjunction with the planned relocation of the National Library Services division of LOC.....	3,500,000
Continued Development of gov.info Content and Capabilities.....	<u>1,500,000</u>
Total.....	\$5,000,000

CONGRESSIONAL PUBLISHING APPROPRIATIONS TRANSFER OF FUNDS NARRATIVE

Composition System Replacement (CSR)

As previously noted, GPO is developing a new XML-based composition system to replace our proprietary Microcomp system, known as the Composition System Replacement (CSR) project. GPO's goal is to move CSR into production in the coming years based on publication type, including Congressional Bills, Resolutions, and Amendments, House and Senate Calendars, Public and Private Laws, and Statutes at Large, Congressional Calendars, the Congressional Record, and the Federal Register. With existing transfer funding in place, we estimate that the project will be fully funded through FY 2022. If approved, we anticipate that the additional amount of transfer funding would cover development through FY 2023.

Legislative XML Working Group/Bulk Data Task Force Projects

House Report 112-511 that accompanied H.R. 5882 the Legislative Branch Appropriations Act of 2013 directed the establishment of the Bulk Data Task Force to examine the increased dissemination of Congressional information via bulk data download by non-governmental groups to support openness and transparency in the legislative process. A 1996 directive from the House Committee on Administration and the Senate Committee on Rules and Administration to the Clerk of the House and the Secretary of the Senate established common data standards for the exchange of legislative information among legislative branch organizations (2 U.S.C. 181). Through the Bulk Data Task Force in coordination with the Legislative XML Working Group, GPO supports Congress by leading initiatives to create, transform, exchange, and disseminate legislative documents in XML format including projects to expand the use of the United States Legislative Markup (USLM) XML schema in the Legislative Branch. In addition, the Clerk of the House has laid out a strategy and priority for moving legislative publications into USLM XML, and GPO anticipates requests from Congress to lead these projects.

Documents in USLM Projects

In support of the Legislative Branch Bulk Data Task Force, and in collaboration with Office of the Clerk of the House, the Office of the Secretary of the Senate, and the Office of the Federal Register, GPO completed a project to make available on **govinfo** a subset of enrolled bills, public laws, and the Statutes at Large in Beta USLM XML. GPO is also nearing completion on a related project to make a subset of the Federal Register and Code of Federal Regulations available on **govinfo** in Beta USLM XML. The goal of the projects is to convert legacy formats into Beta USLM XML in order to provide a uniform set of laws to enable downstream processes and increase efficiencies.

USLM Project for Statute Compilations

In support of the Legislative Branch Bulk Data Task Force, and in collaboration with the Office of the Legislative Counsel of the U.S. House of Representatives, the Office of the Legislative Counsel of the U.S. Senate, the Clerk of the House, and the Secretary of the Senate, GPO is now making select Statute Compilations available in PDF format as a pilot on **govinfo**. This effort is the first phase of a project to provide a uniform set of laws in United States Legislative Markup (USLM) to enable downstream processes and increase efficiencies. The second phase of this project will be to convert legacy Statute Compilations files into USLM XML and provide access to those files on **govinfo**. An initial set of 40 Compilations is now available on **govinfo** in PDF format and additional Statute Compilations will be added over time.

Tertiary (Back-Up) Data Center

With the support of Congress, GPO has made important information technology investments in recent years to enhance its continuity of operations (COOP) capabilities. Following the recent completion of a significant related investment, GPO has been directed by the Joint Committee on Printing (JCP) to pursue the development and establishment of an additional – or tertiary – back-up data center. GPO professionals are currently working to put the plans needed to establish such a facility in place, and estimate that initial set-up investments will be required in both FY 2020 and FY 2021. GPO also estimates that the operation of such facility will entail annual recurring costs, separate and apart from the initial set-up investments.

**PUBLIC INFORMATION PROGRAMS OF THE
SUPERINTENDENT OF DOCUMENTS
TRANSFER OF FUNDS NARRATIVE**

Collection Preservation of New and Historical Documents

Funds are for projects to acquire new content in scope of the FDLP, including web harvesting and projects targeting agency fugitive documents acquisitions. Funding will also include projects and activities to acquire, prepare, process, catalog and digitize key historic U.S. Government publications in scope of the Federal Depository Library Program for ingest into **govinfo**. These activities will also include processing, cataloging and ingest of digitized materials from libraries in the FDLP. Funding is also used to assist libraries in the preservation of tangible historic document collections that are being housed in FDLP libraries.

Outreach Activities and Program Support for Federal Depository Libraries

Funds are used for projects to support the libraries in the Federal Depository Library Program. Projects include; continuing education and training opportunities, visits and consulting services, marketing and promotion of FDLP library services to the general public. Projects may also include investigations of new methods to assist libraries as they use more digital government information resources to serve the public.

Continued Development of govinfo Content and Capabilities

Funds are used to investigate new technologies for use by the FDLP and Cataloging and Indexing Program and other programs managed by the Superintendent of Documents. This includes the replacement and modernization of outdated and unsupported systems, the implementation of new systems and services to better serve key stakeholders and the public. Funds would also be used for projects to improve systems that support program operations.

Modernization of Outdated and Unsupported FDLP Systems

Funds are used for projects that help to increase access to new content in **govinfo**. These projects include the development of new collections of content for ingest and the enhancement of existing collections, when additional digitized content is available for ingest. Funding may also be used for additional storage needed for large collection and processing of new content during the ingest process. Funds would also be used to support system enhancements for improved functionality

Reserve Funds for Printing and Other Unanticipated Shortfalls

Funds are held in reserve for printing expenses that exceed what had been anticipated in an appropriation request.

**GOVERNMENT PUBLISHING OFFICE
OFFICE OF THE INSPECTOR GENERAL**
Analysis of Change FY 2019 to FY 2020
(Dollars in Thousands)

	FY 2020 Agency Request	
	FTE	Amount
Obligations, FY 2019	15	\$ 4,172
Mandatory Pay and Related Costs:		
Annualization of FY 2019 pay raise	-	15
Pay raise for FY 2020	-	35
Within-grade increases for FY 2020	-	25
FERS increases for FY 2020	-	59
Increase of 1 work day for FY 2020	-	9
Total Mandatory Pay and Related Costs	-	142
Total Price Level Changes	-	29
Non-recurring Costs:		
Non-Capitalized Info Tech for New Hires	-	15
Program/Project/Activity Increases for FY 2020:		
Hiring 6 additional FTEs for Audits & Investigations	6	986
Net change requested	-	1,172
Total Budget FY 2020	21	\$ 5,344

NOTE: Included in the GPO Business Operations Revolving Fund Schedules.

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Summary By Object Class
(Dollars in Thousands)

Object Class	FY 2018 Actual	FY 2019 Enacted	FY 2020 Request	FY 2019/2020 Net Change
11 Personnel Compensation	\$ 1,793	\$ 2,167	\$ 2,949	\$ 782
12 Personnel Benefits	640	791	1,137	346
21 Travel	29	40	41	1
22 Transportation of Things	-	-	-	-
23 Rents, Communications and Utilities	-	-	-	-
24 Printing and Reproduction	-	-	-	-
25 Other Services	1,120	1,114	1,141	27
26 Supplies and Materials	65	60	75	16
31 Equipment	-	-	-	-
Total Budget	\$ 3,647	\$ 4,172	\$ 5,344	\$ 1,172

NOTE: Included in the GPO Business Operations Revolving Fund Schedules.



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