

BUDGET JUSTIFICATION

Fiscal Year 2021



GPO

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

January 28, 2020

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 & Chairman Hyde-Smith:

I have the honor to transmit herewith the appropriations request of the United States Government Publishing Office (GPO) for Fiscal Year 2021.

Strategic Outlook GPO continues to transform itself from a print-centric to a content-centric publishing operation in this age of digitization. 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, Congress changed our name in 2014 (P.L. 113-235) from the Government *Printing* Office to the more forward-looking Government *Publishing* Office.

In FY 2021 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 products will continue to be needed to fulfill official-use, archival, authentication, and industry-specific requirements – and to serve those segments of the population with limited or no access to digital formats – we recognize that the use of print products will decline relative to the 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 applies 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 means for printing such information 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 2021 Appropriations Request As part of the Fiscal Year 2021 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 and secure credentials for other 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 2021 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 2021. This is the same overall level of funding GPO requested in FY 2020, and the same amount appropriated in FY 2020. Through FY 2020, total GPO appropriations have declined by 21% since FY 2010, and the FY 2021 request marks the 6th consecutive year in which GPO has requested either flat or declining annual appropriations.

GPO's continued transition to digital technologies and products has increased our productivity and reduced our 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 year's flat 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 from Congress.

**Total Appropriations to GPO
FY 2010-2020 and FY 2021 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
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
2021	117,000,000 (Requested)

Our FY 2021 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 \$78,000,000 for the Congressional Publishing account in FY 2021. This request is \$1,000,000 less than requested in GPO's FY 2020 budget submission for the Congressional Publishing account, and \$1,000,000 less than Congress appropriated in FY 2020.

Overall, the annual appropriations for Congressional Publishing have been flat since FY 2014 and have declined by nearly 17% 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 2010-2020 and FY 2021 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
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
2021	78,000,000 (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.

We currently estimate that Congressional Publishing workload volumes will likely decline by about \$155,000 in FY 2021 from FY 2020 levels, but we also expect price-level and wage

increases (if implemented) to increase expenses to the Congressional Publishing account by an additional \$2,500,000. In order to accommodate the net cost increase, and to reduce the FY 2021 Congressional Publishing request by \$1,000,000 from FY 2020, GPO plans to use about \$6,000,000 of prior-year transfer funds in GPO's Business Operations Revolving Fund to support its Congressional Publishing work in FY 2021.

As shown on page D-4 of our budget justification for FY 2021, 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 2021. The balance of these funds is earmarked for GPO's critically important Composition System Replacement (CSR)/XPub project. This initiative involves the development of an XML-based composition system to replace our 30+ year-old Microcomp system, which is 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 \$32,300,000 for this account, which is an increase of \$1,004,000 from the amount GPO requested, and Congress appropriated, in FY 2020. This account pays for the cost of providing Federal Government publications in digital and tangible formats to 1,124 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 21% 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 2010-2020 and FY 2021 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
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
2021	32,300,000 (Requested)

The net funding increase of \$1,004,000 we are requesting for FY 2021 is comprised of mandatory pay and related increases of about \$501,000 and price-level increases of \$503,000. In addition, the approved use of prior-year transfer funds will cover \$4,063,000 of program/project/activity costs in FY 2021. Such program costs relate to the implementation of

the Salesforce customer relations management (CRM) system (\$1,200,000); the potential development of a web-portal envisioned by the pending Congressionally Mandated Reports Act, H.R. 736 (\$1,000,000); the digitization, processing, and cataloging of historic documents for ingest into **govinfo** (\$1,000,000), and national collection pilot projects for FDLP libraries.

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 and preservation of new and historic documents and the continued development of **govinfo** content and capabilities.

Business Operations Revolving Fund GPO is requesting \$6,700,000 for this account, to remain available until expended, to support continued investment in information technology and cybersecurity projects. This compares with the \$6,704,000 GPO requested, and Congress appropriated, for these same purposes in FY 2020. 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

<u>Fiscal Year</u>	<u>Appropriation</u>
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
2021	6,700,000 (Requested)

Govinfo Projects for FY 2021 – \$6,550,000

- **General System and Collection Development (\$3,500,000)** – This funding is requested to support the development of new **govinfo** features to meet the identified needs of key stakeholders. Activities funded would include developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and improving the discoverability of information hosted on **govinfo**.

- **Infrastructure (\$3,050,000)** – This funding is requested to support the procurement and servicing of the hardware, storage, and environments needed to manage system performance as **govinfo** content and usage continues to grow.

Cybersecurity Projects for FY 2021 – \$150,000

- **Security Enhancements for Advanced Persistent Threat (\$150,000)** – 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 2021.

Sincerely,



HUGH NATHANIAL HALPERN
Director

Enclosure

cc:

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

The Honorable Jaime Herrera Beutler
Ranking Member
House Appropriations Subcommittee on Legislative Branch

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Executive Summary and Results of FY 2019 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, 2019, GPO employed 1,662 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 2.6 million Federal titles available and averaged approximately 34 million retrievals per month in FY 2019. GPO also provides public access to Government information through partnerships with 1,124 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

In addition to our website, **www.gpo.gov**, we communicate with the public routinely via Facebook at **facebook.com/USGPO**, Twitter at **twitter.com/USGPO**, YouTube at **youtube.com/user/gpoprinter**, Instagram at **instagram.com/usgpo**, LinkedIn at **linkedin.com/company/u.s.-government-printing-office**, and Pinterest at **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 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 2019, we completed a multi-year effort to replace the large, comparatively inefficient newspaper presses used to produce the *Congressional Record* and the *Federal Register* with smaller, more flexible digital presses. This acquisition will enable GPO to reduce paper waste in the production of these publications from over 35 percent to just 2-3 percent – a considerable production cost savings. 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 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 \$310.4 million. By comparison, our approved funding for FY 2020 is \$79.0 million, a reduction of about 75% in constant-dollar terms.

Since 2010, we have achieved a 29% 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 2014-20.

**Congressional Publishing Appropriation
FY 1980-2020**

<u>Fiscal Year</u>	<u>Appropriation</u>	<u>In Constant Dollars</u>
1980	\$ 91.5 million	\$ 310.1 million
1985	94.0 million	229.6 million
1990	74.1 million	151.5 million
1995	84.7 million	145.6 million
2000	73.3 million	112.0 million
2005	88.1 million	118.6 million
2010	93.8 million	111.5 million
2015	79.7 million	86.8 million
2020	79.0 million	79.0 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 2019, we had 1,662 employees on board, representing a reduction of 4,788, or more than 74%, since 1980. Our workforce levels over the past four years remain the smallest of any time in the past century.

**GPO Employment
FY 1980 – FY 2019
(at September 30)**

<u>Fiscal Year</u>	<u>Headcount</u>
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
2019	1,662

Highlights of FY 2019 Congressional Work GPO worked with Congress to produce a number of publications in FY 2019, including a new pocket edition of *The Constitution of The United States and Declaration of Independence* and volumes 1-15 of the *Main Edition of the U.S. Code*, a publication that GPO produces every six years. Another publication GPO produced during FY 2019 was *Jefferson's Manual and Rules of the House of Representatives of the United States for the 115th Congress*. GPO also delivered over 200 Public Laws in FY 2019 and posted hyperlinked files for the history of bills for 2011, 2013, 2015, 2017, 2018, and 2019.

In addition, working with Congress, GPO was able to implement the Federal Register Savings Act subscription service. In FY 2019, GPO also had the great honor of producing printed materials for Congress including the programs for the Lying in State of President George Herbert Walker Bush and Congressman Elijah E. Cummings of Maryland's 7th Congressional District. The Congressman was a part of the GPO family, as he had worked the night shift in the 1970s while studying at nearby Howard University.

During FY 2019, GPO also made significant strides in digitizing congressional collections, and making them available on **govinfo**. After having completed the digitization of every single *Congressional Record* back to the very first issue from March 4, 1873 in FY 2018, GPO worked during this past fiscal year to digitize, and make available to the public, over 1,300 congressional hearings.

In addition, 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 continued their work 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 XPub Program (and formerly known as the Composition System Replacement (CSR) project). The overall goal of this effort is to move GPO to an all-XML composition workflow, and XPub is intended to be implemented on a product-by-product basis. In FY 2019, GPO took a major step forward by publishing the 2018 Main Edition of the United States Code, a nearly 60,000-page publication, through XPub. GPO is currently building on that success and working to bring additional publications into XPub production, including congressional bills, resolutions, amendments, public laws, statutes at large, House and Senate calendars, the *Congressional Record*, and the *Federal Register*. 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 also 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 2019 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 are now available across multiple platforms. The complete, authentic online version the FY 2019 *Budget* was released on **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. GPO also had the privilege of producing printed materials to support important presidential events at The White House, including the September 20, 2019 State Dinner in honor of Australian Prime Minister Scott Morrison and his wife Jennifer.

GPO's Pueblo Colorado Distribution Center, which provides warehousing, logistics, business services, and distribution services for over 33 Federal customers celebrated its 47th Anniversary during FY 2019. During that time, it's estimated that the Pueblo facility has distributed over 1.2 billion publications to customers, and averaged approximately 58 million per year for the past several years.

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 2019, GPO worked to complete the renovation of approximately 24,000 square feet of space in its Building A to house NARA's Center for Legislative Archives. NARA is expected to be moving House and Senate legislative records into the space in early 2020, and NARA and GPO are actively engaged in discussions to build out additional space at GPO's Building 4 to accommodate the Center for Legislative Archives long-term needs.

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. This work is administered through both our central office and regional offices throughout the country. In FY 2019, this work was valued at approximately \$439.7 million, and represented 96,172 orders. More than 10,000 individual firms are registered to do business with GPO, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a Buy American requirement.

This partnership provides significant economic opportunity for the private sector. GPO has 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 (GAO) conducted a study at the request of the Joint Committee on Printing that identified approximately 80 Federal printing plants in operation government-wide (<http://www.gao.gov/assets/660/655936.pdf>). GPO maintains 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 2019, GPO produced 15.2 million passports for the State Department, and has produced a total of more than 181 million passports since 2005. In FY 2020 and FY 2021, GPO will continue to make investments needed to support the State Department's Next Generation Passport Program (NGP).

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 provides secure-card credential products to include design, printing, manufacturing, personalization and shipping and delivery. GPO leverages the most advanced industry technologies, raw materials and components from companies across the U.S. to build the highest quality products at the lowest prices by security-cleared government employees within secure government facilities. The GPO secure-credential operations are fully ISO 9001 certified and undergo rigorous third-party audits every year to gain recertification.

On an annual basis, the GPO produces over 4.2 million secure-card credentials for our Federal agency customers. Since 2008, GPO has produced more than 26 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 tangible formats, and libraries, in turn, make them available to the public at no charge while providing additional assistance to depository library users.

The FDLP has continued to transform over the years to meet the needs of the public and libraries in the digital age. Today, the FDLP serves millions of Americans through a network of 1,124 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district.

A common theme among the Nation’s Federal depository libraries is flexibility. The FDLP of today welcomes libraries to tailor their U.S. Government collections to the needs of their local communities, through access to large tangible collections, access to digital materials, or a combination of the two.

Providing FDLP libraries with print and electronic Government information resources to share with their patrons is still at the core of what we do. However, our critical role of *Keeping America Informed* has expanded even further. GPO’s Library Services & Content Management (LSCM) business unit has been undertaking efforts to digitize and make available online historic print collections of Government information, as well as developing strategic efforts that partner with libraries and other organizations to permanently preserve historic resources.

Through historic digitization efforts, GPO has enhanced the scope of collections available on **govinfo.gov** tremendously. Some notable examples of LSCM’s recent work include:

- The Public Papers of the Presidents collection, formerly available from 1991 through the present, was expanded to include volumes dating back to 1929, through a joint digitization effort with the Office of the Federal Register (OFR).
- More than 1,300 historic congressional hearings dating back to 1958 were digitized and made available.
- The complete collection of the *Federal Register*, dating back to the first one published in 1936 was also digitized and made available, also through a joint effort with OFR.

LSCM has official partnership agreements in place with 64 organizations to advance free public access to U.S. Government information.

Partnerships range from organizations that pledge to permanently preserve Government publications in their libraries, to organizations that make a commitment to retain and make publicly accessible at no-fee digital resources within scope of the FDLP, to organizations that provide digital content to GPO for ingest into **govinfo**, and more.

Further, LSCM collaborates, through special projects and initiatives, with another 30 organizations, to share knowledge, develop services, and continue GPO's mission. A notable example is GPO's collaboration with the Library of Congress on Congressional Research Service (CRS) Reports. In furthering the reach of these reports to the public, in October 2018, LSCM staff began cataloging these reports for the Catalog of U.S. Government Publications (CGP) and OCLC, a global library cooperative that supports thousands of libraries in making information more accessible and more useful to people around the world. At the close of FY 2019, LSCM staff had cataloged over 2,800 separate, unique CRS report titles, approximately 40% of all reports available on the site.

Yet another way the FDLP is continuing to transform for the future is through National Collection Service Pilot Initiatives. LSCM is conducting pilots for services to depository libraries that will support the National Collection of U.S. Government Public Information. Pilot projects for various services are being planned, including: developing collection plans; cataloging; assessing collection condition; conducting inventories; and developing disaster preparedness, response, and recovery plans. The pilot projects will help nationwide FDLP libraries better serve the changing and ever-growing needs of their patrons.

While the FDLP remains an important asset to the American public that is grounded in historic roots, it continues to evolve and transform to meet the needs of the future.

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, the **govinfo** website improved upon FDsys by providing a modern interface 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 2019, **govinfo** grew to make more than 2.6 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 34 million retrievals per month.

GPO has continually added content to **govinfo** to provide increased public access to Government information. Building on its significant FY 2018 accomplishments, which included the digitization of volumes of the bound *Congressional Record* back to 1873, GPO digitized over 76,000 pages of the Public Papers of the President in FY 2019. This achievement added the Public Papers of the Presidents for Herbert Hoover, Harry S. Truman, Dwight D. Eisenhower, Lyndon B. Johnson, Richard M. Nixon, Jimmy Carter, and Ronald W. Reagan to the collections of President William J. Clinton, George W. Bush, and Barack H. Obama, which were already accessible via **govinfo**.

Throughout FY 2018 and into FY 2019, the **govinfo** repository underwent an extensive 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 just the second organization in the world, to achieve this certification, 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 repository 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 2019, 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 **govinfo**. This includes bandwidth, storage, and servers needed for Production, COOP, Test, and Development environments.

**Number of Titles Available Online Through GPO
(includes titles on GPO servers and titles linked from GPO)
FY 2000 – FY 2019**

<u>Fiscal Year</u>	<u>Number of Titles</u>
2000	193,000
2005	301,600
2010	441,700
2015	1,400,000
2017	2,200,000
2018	2,500,000
2019	2,600,000

Publication and Information Sales Program Along with the FDLP and our online dissemination system, which are no-fee public access programs, GPO also 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 have agreements in place 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*, *Dietary Guidelines for Americans*, and *My Future, My Way – First Steps Towards College* 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 60 Federal agencies utilize the comprehensive services provided through the Pueblo and Laurel facilities, which together offer more than 200,000 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 continues to grow. Revenues approached \$13 million in FY 2019, up from \$9.2 million in FY 2017, and the number of total orders processed at the Laurel and Pueblo facilities eclipsed 2 million. In FY 2021 and beyond, GPO hopes to expand the array of ADS offerings to Federal agency partners.

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 FY 19, we had 11,759 Facebook followers and 10,602 Twitter followers. On Instagram we had 1,047 followers and 2,098 posts. By the end of FY 19, 1,365 people were subscribed to our YouTube channel, which has nearly 299,876 views across our 80 videos. On Pinterest, we had 1,000 followers pinning on 22 boards of Federal Government information. We had 3,754 followers on LinkedIn. In 2019, we also launched five social media campaigns (FY 2020 Budget, #LoveMyFDL, Public Papers of the Presidents, Moon Landing Anniversary, and 12 Days of GPO), to promote various GPO products and services. These campaigns received more than 274,000 views. On Instagram, we created an interactive game called "Name that Donym" to drive followers to the GPO Style Manual and shared nine Instagram Stories highlighting GPO employees and the work the agency does. 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. GPO is accountable for its finances.

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 2019, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 23rd consecutive year GPO has earned such an audit result.

FY 2019 Financial Results During FY 2019, revenue totaled \$937.4 million while expenses charged against GPO's budget were \$885.7 million, for an overall net income of \$51.7 million from operations. Included in both GPO's revenue and net income is approximately \$17.3 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of State. Expenses include \$1.7 million in funds resulting from an increase 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 2019 was \$36.2 million.

Funds appropriated directly by Congress provided nearly \$113.9 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 12.2% 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 2019, the cost of this work totaled \$402.7 million, or about 45.5% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$222.9 million, or about 25.2% of all expenses.

FY 2021 Appropriations Request

GPO is requesting a total of \$117,000,000 for FY 2021. This is the same level of funding GPO requested in FY 2020, and the same amount appropriated in FY 2020. Through FY 2020, 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 2010-2020 and FY 2021 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$147,461,000
2011	135,067,324
2012	126,200,000
2013	117,533,423
2014	119,000,000
2015	119,993,000
2016	117,068,000
2017	117,068,000
2018	117,068,000
2019	117,000,000
2020	117,000,000
2021	117,000,000 (Requested)

Our FY 2021 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 \$78,000,000 for this account. This is \$1,000,000 less than requested in GPO's FY 2020 budget submission for the Congressional Publishing account, and \$1,000,000 less than Congress appropriated in FY 2020.

Overall, the annual appropriations for Congressional Publishing have been flat since FY 2014 and have declined by nearly 17% 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 2010-2020 and FY 2021 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
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
2021	78,000,000 (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.

Congressional Publishing workload volume is expected to decline by about \$155,000 in FY 2021 from FY 2020 levels, but price-level and wage increases (if implemented) are expected to increase expenses to the Congressional Publishing account by an additional \$2,470,000. In order to accommodate the net cost increase, and to reduce the FY 2021 Congressional Publishing request by \$1,000,000 from FY 2020, GPO plans to use \$6,021,000 of prior-year transfer funds in GPO's Business Operations Revolving Fund to support its Congressional Publishing work in FY 2021.

As shown on page D-4 of our budget justification for FY 2021, 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 2021, so that appropriation requirements can be reduced by \$1,000,000. The balance of these funds is earmarked for GPO's critically important Composition System Replacement (CSR)/XPub project. This initiative involves 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 \$32,300,000 for this account, which is an increase of \$1,04,000 from the amount GPO requested, and Congress appropriated, in FY 2020. This account pays for the cost of providing Federal Government publications in digital and tangible formats to 1,124 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 21% 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 2010-2020 and FY 2021 Request**

<u>Fiscal Year</u>	<u>Appropriation</u>
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
2021	32,300,000 (Requested)

The net funding increase of \$1,004,000 we are requesting for FY 2021 is comprised of mandatory pay and related increases of about \$501,000 and price-level increases of \$503,000. The approved use of prior-year transfer funds will cover \$4,063,000 of program/project/activity costs in FY 2021 as well. Such programs include the implementation of the Salesforce customer relations management (CRM) system (\$1,200,000); the potential development of a web-portal envisioned by the pending Congressionally Mandated Reports Act, H.R. 736 (\$1,000,000); the digitization, processing, and cataloguing of historic documents for ingest into **govinfo.gov** (\$1,000,000), and national collection pilot projects for FDLP libraries.

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 \$6,700,000 for this account, to remain available until expended, to support continued investment in information technology and cybersecurity projects. This compares with the \$6,704,000 GPO requested, and Congress appropriated, for these same purposes in FY 2020. 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 2010-2020 and Requested for FY 2021**

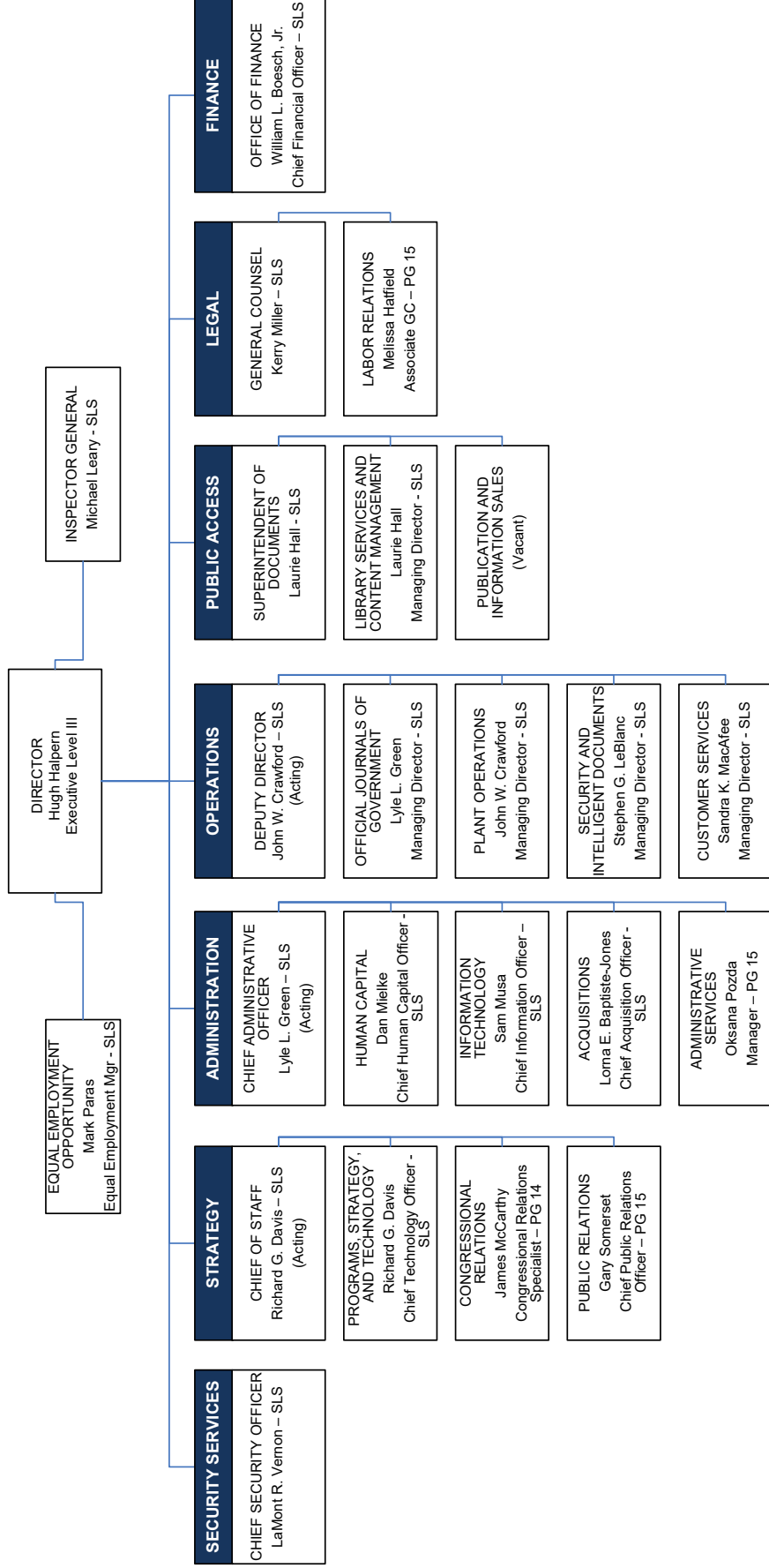
<u>Fiscal Year</u>	<u>Appropriation</u>
2010	\$12,782,000
2011	1,655,682
2012	500,000
2013	3,966,847
2014	8,064,000
2015	8,757,000
2016	6,832,000
2017	7,832,000
2018	8,540,000
2019	6,000,000
2020	6,704,000
2021	6,700,000 (Requested)

Govinfo Projects for FY 2021 - \$6,550,000

- **General System and Collection Development (\$3,500,000)** – This funding is requested to support the development of new **govinfo** features to meet the identified needs of key stakeholders. Activities funded would include developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and improving the discoverability of information hosted on **govinfo**.
- **Infrastructure (\$3,050,000)** – This funding is requested to support the procurement and servicing of the hardware, storage, and environments needed to manage system performance as **govinfo** content and usage continues to grow.

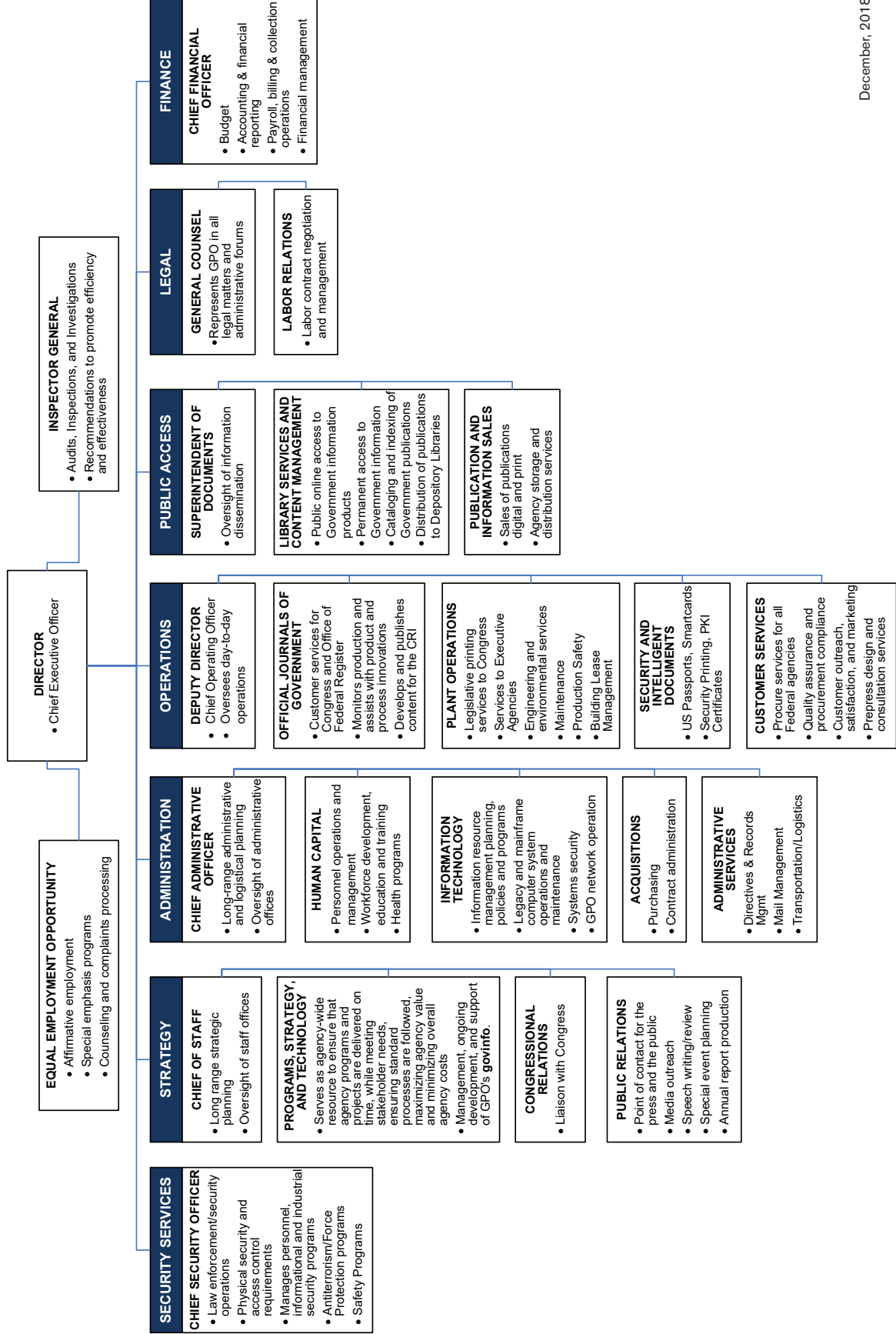
Cybersecurity Projects for FY 2021 - \$150,000

- **Security Enhancements for Advanced Persistent Threat (\$150,000)** – 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
Keeping America Informed | OFFICIAL | DIGITAL | SECURE



GPO STAFFING INFORMATION

As of December, 2019

Business Unit	1-8	9-12	13-15	SLS	Executive	Wage Grade	Total
Acquisitions	1	7	9	1	0	0	18
Administrative Services	7	3	4	0	0	0	14
Customer Services	26	81	38	1	0	0	146
Equal Employment Opportunity	0	3	3	1	0	0	7
Executive Offices	0	0	3	0	1	0	4
General Counsel	0	2	9	1	0	0	12
Human Capital	8	6	24	1	0	0	39
Information Technology	0	15	66	1	0	0	82
Inspector General	0	0	13	1	0	0	14
Library Services & Content Management	5	44	28	1	0	11	89
Office of Communications	0	3	4	0	0	0	7
Office of Finance	9	41	42	1	0	1	94
Official Journals of Government	3	12	13	1	0	79	108
Plant Operations	14	43	59	2	0	550	668
Programs, Strategy and Technology	0	1	16	1	0	0	18
Publication & Information Sales	21	19	8	0	0	2	50
Security Services	43	9	8	1	0	0	61
Security and Intelligent Documents	9	2	34	2	0	161	208
Grand Total	146	291	381	16	1	804	1,639

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 1,639 employees, as of December 2019.

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 2019 Actual</u>	<u>FY 2020 Enacted</u>	<u>FY 2021 Request</u>	<u>FY 2020/2021 Net Change</u>
Congressional Publishing	<u>\$ 79,000</u>	<u>\$ 79,000</u>	<u>\$ 78,000</u>	<u>\$ (1,000)</u>
Superintendent of Documents				
Public Information Programs				
By Law Distribution	320	317	323	6
Cataloging and Indexing	9,280	9,200	10,013	813
Federal Depository Library	21,760	21,100	21,318	218
International Exchange	<u>640</u>	<u>679</u>	<u>646</u>	<u>(33)</u>
Total Appropriation	<u>32,000</u>	<u>31,296</u>	<u>32,300</u>	<u>1,004</u>
Business Operations Revolving Fund	<u>6,000</u>	<u>6,704</u>	<u>6,700</u>	<u>(4)</u>
Total Appropriations	<u>\$ 117,000</u>	<u>\$ 117,000</u>	<u>\$ 117,000</u>	<u>\$ -</u>

GOVERNMENT PUBLISHING OFFICE
Staffing Summary – FTE's

<u>Appropriation Title</u>	<u>FY 2019 Actual</u>	<u>FY 2020 Enacted</u>	<u>FY 2021 Request</u>	<u>2020/2021 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	59	68	68	-
International Exchange	2	2	2	-
Total Appropriation	<u>85</u>	<u>100</u>	<u>100</u>	<u>-</u>
Business Operations Revolving Fund	<u>1,579</u>	<u>1,660</u>	<u>1,660</u>	<u>-</u>
Total Agency	<u>1,664</u>	<u>1,760</u>	<u>1,760</u>	<u>-</u>

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING
(INCLUDING TRANSFER OF FUNDS)
Fiscal Year 2021**

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] \$78,000,000: *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, 2020.*)

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 2021 is \$78,000,000. A total of \$84,021,000 is required to cover congressional publishing requirements for FY 2021; however, transfers of unexpended prior year appropriations to the Government Publishing Office Business Operations Revolving Fund of \$6,021,000 will be utilized to offset the requirement. For FY 2020, a total of \$81,706,000 is estimated to be required to cover congressional publishing requirements by the appropriation request of \$79,000,000 and unexpended prior year transfers of \$2,706,000. The transfer of the unexpended balance of the FY 2015 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, 1,660 copies are printed daily. About 1,375 copies are charged to the Congressional Publishing Appropriation, including about 285 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 203 sets are printed as the permanent bound edition of the *Record*. About 95 of these sets are for Congressional use and charged to the Congressional Publishing Appropriation. The remaining 108 sets are for public sale, charged to departments on requisition, or distributed to regional Federal depository libraries. An estimated 19,700 pages will be required in FY 2021 and the cost will be approximately \$17,772,000.

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 \$3,860,000 will be required in FY 2021 for approximately 22,800 pages.

C. Miscellaneous Publishing and Services. This item includes letterheads, envelopes, blank paper, miscellaneous services, blank forms, composition, binding, content management, inaugural products and COOP-related expenses for support of both Houses of Congress. The estimate for FY 2021 is \$22,341,000 for about 49.8 million units.

D. Details to Congress. This item includes the cost for GPO employees detailed to Congress. The estimated cost for FY 2021 is \$5,880,000 for 98,000 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 \$625,000 will be needed in FY 2021 for approximately 3,280,000 envelopes, at a cost of \$512,500 and 720,000 document franks, at a cost of \$112,500.

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 \$3,493,000 will be required in FY 2021 for approximately 25,500 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 2021 is \$5,817,000 for approximately 128,700 pages.

H. Committee Reports. This item covers published reports of congressional committees on pending legislation that carry a congressional number. An estimated \$2,718,000 will be needed for about 27,200 pages in FY 2021.

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 2021 is \$537,000 for about 30,400 pages.

J. Hearings. This item covers all hearings before House and Senate committees. The estimate for FY 2021 is \$16,233,000 for approximately 220,500 pages.

K. Committee Prints. This item includes publications for the internal use of committees on pending legislation. The estimate for FY 2021 is \$932,000 for 23,300 pages.

L. United States Code. The 2018 edition of the United States Code was 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	2019 Actual ¹	2020 Estimate	2021 Estimate	Change
A. Congressional Record Publications:				
Daily Record:				
Content Development ²	\$ 11,090	\$ 12,338	\$ 11,907	\$ (431)
Printing.....	5,462	6,077	5,865	(212)
Subtotal.....	16,552	18,415	17,772	(643)
Record Index.....	2,400	2,147	2,147	0
Record Indexers.....	1,560	1,612	1,666	54
Subtotal.....	20,512	22,174	21,585	(589)
B. Miscellaneous Publications.....	5,960	3,637	3,860	223
C. Miscellaneous Publishing and Services.....	16,798	19,531	22,341	2,810
D. Details to Congress.....	5,673	5,592	5,880	288
E. Document Envelopes and Franks.....	512	680	625	(55)
F. Business and Committee Calendars.....	3,539	4,493	3,493	(1,000)
G. Bills, Resolutions, and Amendments.....	6,004	5,515	5,817	302
H. Committee Reports.....	2,367	2,746	2,718	(28)
I. Documents.....	589	416	537	121
J. Hearings.....	14,093	15,904	16,233	329
K. Committee Prints.....	1,064	1,018	932	(86)
L. U. S. Code.....	4,127	0	0	0
Total Obligations.....	81,237	81,706	84,021	2,315
Surplus/(Shortfall).....	(2,237)	(2,706)	(6,021) ³	(3,315)
Appropriation.....	\$ 79,000	\$ 79,000	\$ 78,000	(1,000)

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 2021 and the balance will be used for critical projects supporting congressional publishing.

CONGRESSIONAL PUBLISHING APPROPRIATION

Analysis Of Change FY 2020 to FY 2021

		CALCULATION OF BASE	
		FTE	AMOUNT (000)
Base, 2020		-	\$79,000
I. Adjustments To Base		2021 REQUEST	
A. Price Level Changes		-	2,470
1. Daily Congressional Record:			
1a. Content Development		-	387
1b. Printing		-	<u>191</u>
Subtotal		-	578
2. Congressional Record Index		-	0
3. Congressional Record Indexers		-	54
4. Miscellaneous Publications		-	126
5. Miscellaneous Publishing and Services		-	726
6. Details to Congress		-	0
7. Document Envelopes and Franks		-	20
8. Business and Committee Calendars		-	114
9. Bills, Resolutions, and Amendments		-	189
10. Committee Reports		-	88
11. Documents		-	17
12. Hearings		-	528
13. Committee Prints		-	30
14. U.S. Code		-	0

CONGRESSIONAL PUBLISHING APPROPRIATION

Analysis Of Change FY 2020 to FY 2021

		CALCULATION OF BASE	
		FTE	AMOUNT (000)
B. Program Type Changes		-	(\$3,470)
1. Activity		-	(155)
a. Daily Congressional Record:			
1. Content Development		-	(819)
2. Printing		-	<u>(403)</u>
Subtotal		-	(1,222)
3. Congressional Record Index		-	0
4. Congressional Record Indexers		-	0
b. Miscellaneous Publications		-	98
c. Miscellaneous Publishing and Services		-	2,083
d. Details to Congress			288
e. Document Envelopes and Franks		-	(76)
f. Business and Committee Calendars		-	(1,113)
g. Bills, Resolutions, and Amendments		-	114
h. Committee Reports		-	(116)
i. Documents		-	104
j. Hearings		-	(199)
k. Committee Prints		-	(116)
l. U.S. Code		-	0
2. Estimated Change - in Surplus/(Shortfall)		-	(3,315)
II. Net Change		-	(1,000)
III. Appropriation 2021		-	\$78,000

CONGRESSIONAL PUBLISHING APPROPRIATION

Explanation of Changes

	FTE	Amount (000)
A. PRICE LEVEL CHANGES		
The average 3% increase is due to increase in printing costs rates.	-	\$2,470
B. PROGRAM TYPE CHANGES		
1. Activity (Volume)	-	(155)
a. Congressional Record Publications:		
1. Daily Record This 6.6 percent decrease is computed based on historical data.	-	(1,222)
b. Miscellaneous Publications This 2.7 percent increase is computed based on historical data.	-	98
c. Miscellaneous Publishing and Services This 10.7 percent increase is computed based on historical data.	-	2,083
d. Details to Congress This 5.2 percent increase is computed based on historical data.	-	288
e. Document Envelopes and Franks This 11.1 percent decrease is computed based on historical data.	-	(76)
f. Business and Committee Calendars This 24.8 percent decrease is computed based on historical data associated with Congressional terms.	-	(1,113)
g. Bills, Resolutions, and Amendments This 2.1 percent increase is computed based on historical data.	-	114
h. Committee Reports This 4.2 percent decrease is computed based on historical data.	-	(116)
i. Documents This 25.1 percent increase is computed based on historical data.	-	104
j. Hearings This 1.3 percent decrease is computed based on historical data.	-	(199)
k. Committee Prints This 11.4 percent decrease is computed based on historical data.	-	(116)
2. Estimated Change - in Surplus/(Shortfall)	-	(\$3,315)

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

OMB Object Class	2019 Actual	2020 Actual	2021 Estimate	Change
24 Printing & Reproduction	\$79,000	\$79,000	\$78,000	(\$1,000)

**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	\$2,470	(\$3,470)	(\$1,000)

CONGRESSIONAL PUBLISHING APPROPRIATION

Estimated Cost Per Unit by Category¹

Category	Unit ²	2019	2020	2021
A. Congressional Record Publishing:				
Daily Record:				
Content Development.....	Page.....	\$565	\$585	\$604
Printing.....	Page.....	<u>279</u>	<u>288</u>	<u>298</u>
Subtotal.....	Page.....	844	873	902
Record Index.....	Page.....	421	421	421
Record Indexers.....	Hours.....	83	86	89
B. Miscellaneous Publications.....	Page.....	158	164	169
C. Miscellaneous Publishing and Services	1,000 items....	420	434	449
D. Details to Congress.....	Hours.....	60	60	60
E. Document Envelopes and Franks.....	1,000 items....	146	151	156
F. Business and Committee Calendars.....	Page.....	128	133	137
G. Bills, Resolutions, and Amendments....	Page.....	42	44	45
H. Committee Reports.....	Page.....	94	97	100
I. Documents.....	Page.....	17	17	18
J. Hearings.....	Page.....	69	71	74
K. Committee Prints.....	Page.....	37	39	40
L. U.S. Code	Page.....	70		

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 1.54 cents per copy page.

CONGRESSIONAL PUBLISHING APPROPRIATION

Volume¹ Increase/(Decrease)

Category	Unit	2019	Increase/(Decrease)		2020	Increase/(Decrease)		2021
		Total	Quantity	Percent	Total	Quantity	Percent	Total
A. Congressional Record Publishing:								
Daily Record:								
Content Development.....	Page.....	19,600	1,500	7.7	21,100	(1,400)	(6.6)	19,700
Printing.....	Page.....	19,600	1,500	7.7	21,100	(1,400)	(6.6)	19,700
Record Index.....	Page.....	5,700	(600)	(10.5)	5,100	0	0.0	5,100
Record Indexers.....	Hours.....	18,700	0	0.0	18,700	0	0.0	18,700
Miscellaneous Publications.....	Page.....	37,600	(15,400)	(41.0)	22,200	600	2.7	22,800
Miscellaneous Publishing and Services	1,000 items....	40,000	5,000	12.5	45,000	4,800	10.7	49,800
Details to Congress.....	Hours.....	95,000	(1,800)	(1.9)	93,200	4,800	5.2	98,000
Document Envelopes and Franks.....	1,000 items....	3,500	1,000	28.6	4,500	(500)	(11.1)	4,000
Calendars.....	Page.....	27,600	6,300	22.8	33,900	(8,400)	(24.8)	25,500
Bills, Resolutions, and Amendments.....	Page.....	141,900	(15,800)	(11.1)	126,100	2,600	2.1	128,700
Committee Reports.....	Page.....	25,300	3,100	12.3	28,400	(1,200)	(4.2)	27,200
Documents.....	Page.....	35,600	(11,300)	(31.7)	24,300	6,100	25.1	30,400
Hearings.....	Page.....	204,500	18,800	9.2	223,300	(2,800)	(1.3)	220,500
Committee Prints.....	Page.....	28,400	(2,100)	(7.4)	26,300	(3,000)	(11.4)	23,300
U.S. Code	Page.....	58,800	(58,800)	100.0	0	0	0.0	0

¹ Volume is an estimate of anticipated requirements.

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY**
During FY 2019

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	10,316,141	1,401,219		59,753	1,670,705				2,231,058	551,394	11,527	10,465			14,009,677
Clerk of the House			200,623	2,051,331								5,685			4,500,224
House Members				3,137			486,830								489,967
H. Agriculture				108,197					16,798				48,125	584	173,704
H. Appropriations				68,056	579,804								3,347,671	349,994	4,345,525
H. Armed Services				110,927									301,990	269	413,166
H. Financial Services					134,847								730,793		865,640
H. Education and the Workforce				127,760									138,366	742	266,888
H. Foreign Affairs				49,202									298,748	1,759	349,709
H. Oversight & Government Reform				88,118									336,822	27,821	452,761
H. House Administration				40,831									76,630	2,492	119,953
H. Natural Resources				140,874									136,825	325	278,024
H. Energy and Commerce				181,665									1,168,061		1,349,726
H. Judiciary				10,839									270,164	14,509	295,512
H. Select Committee on Climate Crisis				1,836									19,988	6,560	28,384
H. Energy Independence															0
H. Transportation & Infrastructure				119,041									175,980	38,821	333,842
H. Rules				1,401									23,910	68,708	94,019
H. Science, Space & Technology				66,062									226,659	444	293,165
H. Veterans' Affairs				115,329									134,588	241	250,158
H. Ways and Means				518	16,270								422,435		439,223
H. Small Business				91,475									264,580		356,055
H. Commission on Security & Cooperation in Europe				2,053	94,637								35,160		131,850
H. Committee on Ethics				56,528	11,739							25			68,292
H. Office of the Chief Administrative Officer				157,340	134,471							30,668			322,479
H. Commission on Congressional Mailing Standards							588								588
H. Budget				103,192									45,110	17,612	165,914
H. Legislative Counsel				423,248											423,248
H. Homeland Security				91,478									130,933	829	223,240
H. Permanent Select Committee on Intelligence				2,848											2,848
H. US-China Economic and Security Review Commission				28,422	3,600								43,678		75,700
H. Select Committee on the Modernization of Congress				1,379									455		1,834
Total House	10,316,141	1,401,219	0	573,293	6,576,242	0	487,418		2,247,856	551,394	55,205	46,843	8,334,013	531,710	31,121,354

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY**
During FY 2019

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 Prints	TOTALS
U. S. Senate	5,352,798	896,178	81,608	422,632	713,271				1,418,032	1,873,679	61,899	14,770	25	1,192	10,397,465
Secretary of the Senate	811,833				2,317,497										3,567,949
Senate Members					1,840,870										1,840,870
S. Sec. - Sergeant at Arms					1,189,478										1,189,478
S. Agriculture, Nutrition & Forestry				9,698	120,078								165,295		295,071
S. Appropriations				58	383,954								112,190	4,871	501,072
S. Armed Services					114,506								89,960		204,466
S. Banking, Housing & Urban Affairs				23	222,079								216,020	14,976	453,098
S. Commerce, Science & Transportation					191,515								195,797		387,312
S. Finance				345	241,281								193,917	313	435,856
S. Foreign Relations					230,195								345,500	14,588	590,283
S. Homeland Security & Governmental Affairs					109,887								572,941	10,384	693,212
S. Energy and Natural Resources					210,728				18,143				169,034	879	398,764
S. Judiciary					177,963				13,083				271,413	103	462,562
S. Health, Education, Labor & Pensions					86,095								126,126	12,514	223,735
S. Environment & Public Works					175,410								637,596	36,324	849,330
S. Rules & Administration					61,507							2,905	16,961		81,373
S. Democratic Policy					4,322									53,596	57,918
S. Republican Policy					6,936										6,936
S. Small Business & Entrepreneurship					4,022								56,547		60,569
S. Special Committee on Aging					110,226								28,042		138,268
S. Select Committee on Ethics					11,703								96,831		11,703
S. Veterans' Affairs					104,129										200,960
S. Legislative Counsel					304,609										304,609
S. Sergeant at Arms				9,015	266,592										275,607
S. Budget					62,638								29,443	45,917	137,998
S. Legal Counsel					3,656										3,656
S. Select Committee on Intelligence					9,032								62,009	1,672	72,713
S. Indian Affairs					106,074								81,510		187,584
Total Senate	6,164,631	896,178	0	523,379	9,379,254	0	0	0	1,449,258	1,873,679	61,899	17,676	3,467,157	197,329	24,030,440

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY**
During FY 2019

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													\$33,123		\$0
Joint Economic Committee				\$944	\$3,563										\$37,630
Joint Committee on Taxation				\$345	\$9,147										\$14,933
Joint Committee on Inaugural Ceremonies															\$0
Total Joint Committees	\$0	\$0	\$0	\$1,289	\$12,710	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$33,123	\$105,441	\$152,563
Miscellaneous															
Bylaw	\$604,824		\$1,666,762	\$2,049,818	\$7,429,335				\$80,586	\$3,670,202	\$2,330,598	\$476,492		\$6,560	\$18,515,178
Architect of the Capitol					\$43										\$43
Cong-Exec Commission on China					\$73,529										\$73,529
Senate Caucus On International Narcotics Control					\$1,219								\$25,169		\$1,219
Total Miscellaneous	\$604,824	\$0	\$1,666,762	\$2,049,818	\$7,604,126	\$0	\$0	\$0	\$80,586	\$3,670,202	\$2,330,598	\$476,492	\$25,169	\$23,364	\$18,731,942
TOTALS	\$17,285,596	\$2,297,397	\$1,666,762	\$3,147,779	\$23,572,333	\$0	\$487,418	\$0	\$3,777,700	\$6,095,275	\$2,447,702	\$541,011	\$11,859,462	\$857,844	\$74,036,279

DETAILS TO CONGRESS AS OF SEPTEMBER 30, 2018 & 2019

	2018	2019
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
Budget.....	0	0
Commerce, Science, and Transportation.....	2	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
Rules.....	0	1
Veterans' Affairs.....	1	1
Total Senate Committees.....	<u>22</u>	<u>23</u>
HOUSE COMMITTEES		
Agriculture.....	1	1
Armed Services.....	1	1
Budget.....	1	1
Education and the Workforce.....	1	1
Energy and Commerce.....	2	2
Financial Services.....	2	0
Foreign Affairs.....	0	1
Homeland Security.....	1	1
Natural Resources.....	1	1
Oversight and Government Reform.....	1	1
Science, Space and Technology.....	0	1
Small Business.....	1	1
Transportation and Infrastructure.....	1	1
Veterans' Affairs.....	1	1
Total House Committees.....	<u>14</u>	<u>14</u>
MISCELLANEOUS		
Commission on Security and Cooperation in Europe.....	1	1
China Commission.....	0	1
Congressional Service Center (CRS).....	1	1
House Enrolling Clerk.....	0	0
House Legislative Counsel.....	4	4
House Parliamentarian.....	1	2
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.....	2	2
Total Miscellaneous.....	<u>16</u>	<u>18</u>
SUMMARY		
Senate Committees.....	22	23
House Committees.....	14	14
Miscellaneous.....	<u>16</u>	<u>18</u>
	<u>52</u>	<u>55</u>

GOVERNMENT PUBLISHING OFFICE
PUBLIC INFORMATION PROGRAMS OF THE SUPERINTENDENT OF DOCUMENTS
SALARIES AND EXPENSES
(INCLUDING TRANSFER OF FUNDS)
Fiscal Year 2021

Proposed Appropriation Language:

For expenses of the public information programs of the Office of 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, [\$31,296,000] \$32,300,000: *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 *the preceding two* fiscal years [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 Committees on Appropriations of the House of Representatives and the Senate. (*Legislative Branch Appropriations Act, 2020.*)

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 \$32,300,000 is being requested for FY 2021. This is an increase of \$1,004,000 from the FY 2020 request. Increases in FY 2021 costs are due to mandatory personnel increases and projected inflation. The FY 2020 FTE level of 100 remains the same in FY 2021.

By Law Distribution Program

In FY 2021, the requested amount is \$323,000 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 (C&I) Program

For FY 2021, the requested amount is \$10,013,000 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 close to 1,000,000 records identifying and providing access to tangible and digital Federal Government publications. In FY 2019, there were over 29,000,000 successful searches of the CGP, and close to 23,000 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 current in all formats, and increase the visibility and use of Government information products. 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 2021, the focus will be to implement an outreach program to agencies to ensure that digital only materials are included in the CGP and harvesting of agency web content will be increased.

A major undertaking of the C&I 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 2021, LSCM continues to work on multiple NBRII tasks. With the transcription of the historic Shelflist nearing completion in FY2019, LSCM evaluated the historic Shelflist project and will be implementing the next steps identified to complete work on the Shelflist in FY 2020 and FY 2021. In FY 2019, LSCM entered into a partnership agreement with the Library of Congress to catalog newly released Congressional Research Services (CRS) reports and through these efforts and other work with partners, over 7,000 titles were identified and cataloged. In FY 2020 and 2021, LSCM continues efforts to identify and reach out to new library partners in efforts to help identify fugitive content for cataloging and to increase bibliographic content that is available via the CGP.

Federal Depository Library Program (FDLP)

In FY 2021, the requested amount is \$21,318,000 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 1,123 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 2019, 3,639 tangible titles consisting of 713,616 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. In FY 2019, **govinfo** grew to make more than 2.6 million titles from the legislative, executive, and judicial branches available online from our servers and through links to other agencies and institutions. 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 2020, the SuDocs organization will continue to spend prior year re-programmed funds of \$2,785,000 that are being used for general development of the system and continual ingest of new and historic content through digitization projects 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 2021, prior year funds will also be used on projects that support the libraries and administration of the FDLP. Projects include the management of the Regional Discard process; migration of legacy applications; systems maintenance and security enhancements; continued implementation of a new Customer Relations Management services (SalesForce); education, training, and outreach activities to support libraries in the FDLP; services to support the preservation of historic documents in library collections; and program and service assessment.

International Exchange Service

For FY 2021, the requested amount is \$646,000 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 2019, a total of 105,508 copies and 1,211 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 2020 to 2021
(Dollars in Thousands)

	2021 Agency Request	
	FTE	Amount
FY 2020	100	\$ 31,296
FY 2021		
Mandatory Pay and Related Costs		
Annualization of FY 2020 pay raise	-	87
Pay raise for FY 2021	-	228
Within-grade increases for FY 2021	-	100
FERS increase for FY 2021	-	125
Decrease of 1 work day in FY 2021	-	(39)
Total Mandatory Pay and Related Costs	-	501
Total Price Level Changes	-	503
Program/Project/Activity Increases/Decreases for FY 2021		
SalesForce CRM implementation and system migration		1,200
Congressional mandated reports projects		1,000
Digitization, processing and cataloging of historic documents for ingest in govinfo		1,100
National collection pilot projects for FDLP libraries		763
Use of prior year appropriation transfer funds for approved program activities		(4,063)
Total Program/Project/Activity Increases (Decreases) for FY 2021	-	-
Total Net Change	-	1,004
Total 2021 Appropriation	100	\$ 32,300

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

	FY 2019 Actual (1)	FY 2020 P.L. 116-94 (2)	FY 2021 Requested (3)	FY 2020/2021 Net Change	
<u>Summary by Program</u>					
By Law Distribution	\$ 338	\$ 317	\$ 323	\$ 6	(4)
Cataloging and Indexing	9,997	9,200	10,013	\$ 813	(4)
Federal Depository Library	21,000	21,100	21,318	\$ 218	(4)
International Exchange	665	679	646	\$ (33)	(4)
Total Appropriation	\$ 32,000	\$ 31,296	\$ 32,300	\$ 1,004	
<u>Summary by OMB Object Class</u>					
11 Personnel Compensation	\$ 8,871	\$ 10,141	\$ 10,520	\$ 379	(5)
12 Personnel Benefits	2,772	3,580	3,702	\$ 122	(6)
21 Travel	165	73	121	\$ 48	(7)
22 Transportation of Things	475	733	751	\$ 18	(7)
23 Rents Communications and Utilities	143	130	133	\$ 3	(7)
24 Printing and Reproduction	9,572	6,239	6,395	\$ 156	(7)
25 Other Services	9,790	10,174	10,446	\$ 272	(8)
26 Supplies and Materials	212	226	232	\$ 6	(7)
Total Appropriation	\$ 32,000	\$ 31,296	\$ 32,300	\$ 1,004	

- (1) Actual and obligated expenditures against the 2019 S&E Appropriation through 09/30/19.
- (2) FY 2020 approved and obligated funding through 09/30/2020. (Further Consolidation Appropriations Act, 2020 , P.L. 116-94). The amount requested was \$31,296,000.
- (3) Requested amount is based on FY 2020 funding levels with mandatory increases for FY 2021 salary and all non-salary categories. Personnel compensation was calculated based on staffing needs, inflation, 1.2% increase in FERS contributions.
- (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 2021.
- (6) Reflects anticipated benefit expenditures of 34% of the Personnel Compensation plus 1.2% increase in agency contribution to FERS.
- (7) Reflects price level increase due to inflation.
- (8) 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 2021

Proposed Appropriations Language:

For payment to the Government Publishing Office Business Operations Revolving Fund, [\$6,704,000] \$6,700,000, 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 Government Publishing Office’s passport facility in the District of Columbia. (*Legislative Branch Appropriations Act, 2020.*)

Base Budget Review:

By law, GPO’s Business Operations Revolving Fund is used to finance GPO’s publishing operations. Approximately 78 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.

Thousands of titles are available for sale in many formats, including books, CDROMs, eBooks and other digital formats and can be ordered through GPO's secure Online Bookstore site at <https://bookstore.gpo.gov> or from GPO's bookstore in Washington, D.C. GPO also provides warehousing and publication distribution services for Federal agencies on a reimbursable basis through warehouses in Laurel MD and in Pueblo, CO.

BUSINESS OPERATIONS REVOLVING FUND REQUESTS

For FY 2021, GPO is requesting a total of \$6,700,000 for the Revolving Fund to remain available until expended, for the following projects:

govinfo Projects

General System and Collection Development	\$3,500,000
Infrastructure	<u>3,050,000</u>
Total govinfo	6,550,000

Cybersecurity Projects

Security Enhancements for Advanced Persistent Threat	\$ <u>150,000</u>
Total Revolving Fund Project Requests	<u>\$6,700,000</u>

govinfo Projects

General System and Collection Development (\$3,500,000). 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 (\$3,050,000). Infrastructure for hardware, storage, and environments to manage system performance as **govinfo** content and usage grows.

Cybersecurity Projects

Security Enhancements for Advanced Persistent Threat (\$150,000). 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 2020 to FY 2021
 (Dollars in Thousands)

	FY 2021 Agency Request	
	FTE	Amount
Obligations, FY 2020	1,660	\$ 900,863
Mandatory Pay and Related Costs		
Annualization of FY 2020 pay raise	-	1,920
Pay raise for FY 2021	-	4,910
Within-grade increases for FY 2021	-	2,182
FERS increases for FY 2021	-	2,035
Decrease of 1 work day for FY 2021	-	(878)
Total Mandatory Pay and Related Costs	-	10,169
Total Price Level Changes	-	15,855
Non-recurring Costs - Equipment to be obligated in FY 2020	-	(48,431)
Program/Project/Activity Increases for FY 2021		
Capital expenditures equipment, systems, and facilities	-	22,791
Capital Expenditures to be funded by an Appropriation		
Security Enhancements for Advance Persistent Threat	-	150
govinfo General System & Collection Development	-	3,500
govinfo Infrastructure	-	3,050
Total Expenditures to be funded by an Appropriation	-	6,700
Net change requested	-	\$ 7,085
Total Budget FY 2021	1,660	907,948
Offsetting Collections	-	901,248
Total FY 2021 Appropriation	-	\$ 6,700

Note: Includes funding for the Office of Inspector General.

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

Object Class	FY 2019 Actual	FY 2020 Enacted	FY 2021 Request	FY 2020/2021 Net Change
11 Personnel Compensation	\$ 157,916	\$ 158,862	\$ 164,789	\$ 5,926
12 Personnel Benefits	54,801	59,354	63,597	4,243
21 Travel	743	1,135	1,164	28
22 Transportation of Things	9,520	9,779	10,023	244
23 Rents, Communications and Utilities	17,649	19,588	20,078	490
24 Printing and Reproduction	404,807	373,629	382,969	9,341
25 Other Services	46,951	62,124	63,676	1,552
26 Supplies and Materials	181,783	167,961	172,161	4,200
31 Equipment	28,333	48,431	29,491	(18,940)
Total Budget	\$ 902,502	\$ 900,863	\$ 907,948	\$ 7,085

Note: Includes funding for the Office of Inspector General.

**Congressional Publishing Appropriations
Transfer Carryover Spending Plan
As of September 30, 2019**

	<u>Total</u>
Unexpended Balance, September 30, 2019.....	\$41,666,193
Requirements:	
Estimated shortfalls, FY 2021 and prior years.....	11,098,431
Composition System Replacement/XPub.....	19,227,367
CSR Office Renovation.....	428,900
USLM Projects:	
Documents in USLM Project (remaining funding and option years).....	437,200
USLM Project for Statutes Compilations.....	901,995
Enhance the USLM Ecosystem.....	2,000,000
Prototype Digitization Statutes at Large in USLM XML.....	500,000
Legislative XML Working Group/Bulk Data Task Force Projects.....	<u>484,300</u>
Subtotal, USLM Projects.....	4,323,495
Congressionally Mandated Reports.....	500,000
Primary Data Center.....	<u>6,088,000</u>
Total.....	41,666,193
Estimated FY 2015 Transfer Request.....	4,441,363
Requirements:	
Composition System Replacement/XPub.....	4,441,363

**Public Information Programs Appropriations
Transfer Carryover Spending Plan
As of September 30, 2019**

	<u>Total</u>
Unexpended Balance, September 30, 2019.....	\$16,020,371
Requirements:	
Collection Preservation of New and Historical Documents.....	3,593,784
Outreach Activities and Program Support for Federal Depository Libraries.....	885,217
Continued Development of gov.info Content and Capabilities.....	2,522,944
Modernization of Outdated and Unsupported FDLP Systems.....	7,700,164
Reserve Funds for Printing and Other Unanticipated Shortfalls.....	1,318,262
Total.....	16,020,371
Estimated FY 2015 transfer request.....	4,600,000
. Projects include: Program system infrastructure modernization including the implementation of modules of Salesforce and enhancements to the Catalog of U.S. Government Publications (CGP); collection development activities including digitization of historic content for ingest into govinfo; preservation of collections in Federal Depository Libraries; and other activities to support the libraries in the FDLP.	
Total.....	4,600,000

CONGRESSIONAL PUBLISHING APPROPRIATIONS TRANSFER OF FUNDS NARRATIVE

Composition System Replacement (CSR)/XPub

As previously noted, GPO is developing a new XML-based composition system to replace our proprietary Microcomp system, known as XPub (formerly known as the Composition System Replacement (CSR) project). Successful development and deployment of XPub will enable the GPO to create, edit, proof, approve and simultaneously publish legislative and regulatory documents in both print and digital formats from a variety of sources—including digital documents and hard-copy manuscripts—in a high-volume production environment, while continuing the GPO's legacy of quality and typographic excellence. XPub is intended to be implemented on a product-by-product basis. In 2019, GPO took a major step forward by publishing the 2018 Main Edition of the United States Code through XPub. Through XPub, GPO was able to compose the nearly 60,000-page publication in less than a year. GPO is well underway in efforts to bring additional publications into production through XPub, including Congressional Bills, Resolutions, and Amendments, Public Laws, Statutes at Large, House and Senate calendars, the Congressional Record, and the Federal Register.

Composition System Office Renovation

The CSR project is replacing the more than 30-year-old MicroComp composition process with a state-of-the-art composition system called XPub. As the CSR project moves into a new phase, it is important to provide adequate, modernized workspace for up to 10 personnel. GPO is renovating space on the 2nd floor of Building A.

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 also completed initial deliverables on a related project to convert a subset of the Federal Register and Code of Federal Regulations into Beta USLM XML. The goal of the project was to convert legacy formats into Beta USLM XML in order to provide a uniform set of laws to enable downstream processes

and increase efficiencies. GPO anticipates additional requests from Congress to lead similar projects in the future.

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 making select Statute Compilations available in PDF format on **govinfo**. A set of 319 Compilations is now available on **govinfo** in PDF format and additional Statute Compilations will be added over time. 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 is to convert legacy Statute Compilations files into Beta USLM XML and provide access to those files on **govinfo**. Procurement activities are underway for the second phase of the project.

Primary Data Center

The GPO currently uses ACF as a primary data center facility. With recent service outages and system failures due to electrical and air-conditioning failures, GPO has decided to move the primary data center. GPO received authorization from the Joint Committee on Printing (JCP) to quickly pursue moving the GPO's IT operations from ACF to IronMountain data center facility in Manassas, Va. GPO professionals are currently working on transition plans and preliminary estimates show that initial set-up investments will be required in both FY 2020 and FY 2021. GPO also estimates that the operation of this facility will entail annual recurring costs, separate and apart from the initial set-up investments. The data center located at the main GPO building will be converted to a backup data center facility.

**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. Funding will also be used for special projects to increase access to collections of materials, such as Congressionally Mandated Reports and Documents and the completion of the Historic Shelfist project.

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 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, including procurement of PII redaction services so that content can be reviewed prior to content ingest.

Modernization of Outdated and Unsupported FDLP Systems

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.

Reserve Funds for Printing and Other Unanticipated Shortfalls

Funds are held in reserve.

GOVERNMENT PUBLISHING OFFICE
Fiscal 2019
Advertising Services Contracts

Contract Title	Project #	Vendor	Service Unit	Obligations	<i>If advertising is only part of the contract, list partial amount here</i>	Socially & Economically Disadvantaged Small Business	Minority-owned Business	Women-owned Business	All other businesses
				\$	\$	v	v	v	v
USAJOBS	6512.28	Office of Personnel Mngement	0875	\$ 246,000					v
Public Service Announcement	Credit Card	North American Precis Syndicate	9160	5,500				v	
Exhibit Booth	Credit Card	Post Upstand	9160	1,885					v
CGP Carpenter Pencils	Credit Card	Discount Mugs	9160	3,650					v
Preservation Steward NoteCards	Credit Card	FedEx	9160	1,593					v
Lunch Bags for FDL Conference	Credit Card	Four Star Marketing Inc.	9160	1,846					v
LibGuide Highlighter	Credit Card	4Imprint	9160	350					v
Promotional Material	Credit Card	4Imprint	4310	2,033					v
GovDelivery	6522.13	Granicus	9260	85,000					v
GovDelivery	PO 7655	Granicus	4327	30,300					v
TOTAL:				\$ 378,157					

**GOVERNMENT PUBLISHING OFFICE
OFFICE OF THE INSPECTOR GENERAL**
Analysis of Change FY 2020 to FY 2021
(Dollars in Thousands)

	FY 2021 Agency Request	
	FTE	Amount
Obligations, FY 2020	<u>22</u>	<u>\$ 5,360</u>
Mandatory Pay and Related Costs:		
Annualization of FY 2020 pay raise	-	8
Pay raise for FY 2021	-	88
Within-grade increases for FY 2021	-	38
FERS increases for FY 2021	-	92
Decrease of 1 work day for FY 2021	-	(14)
Transit Benefit Increase (Additional FTEs Enrolled)	-	15
Performance Award Increase	-	7
Total Mandatory Pay and Related Costs	-	<u>234</u>
Total Price Level Changes	-	16
Non-recurring Costs:		
Non-Capitalized Info Tech for New Hires	-	(12)
Supplies & Materials for Office Renovation	-	(20)
Office Renovation & Furniture Upgrades (to be completed in FY 2020)	-	(197)
	-	<u>(229)</u>
Program/Project/Activity Changes for FY 2021:		
Additional FTE's for FY 2021	2	307
OIG Editor (no longer needed for FY 2021)	-	(19)
FECA Investigative Support (no longer needed for FY 2021)	-	(45)
Financial Audit Contract Evaluation	-	50
Strategic Assessment of OIG Responsibilities & Messaging to Stakeholders	-	75
OIG Branding Project	-	40
EA and Audit & Inspection Reporting Contract Help	-	300
CIGIE Membership Fees	-	3
Total Program/Project/Activity Increases	<u>2</u>	<u>711</u>
Net change requested	-	<u>\$ 732</u>
Total Budget FY 2021	24	6,092

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

**GOVERNMENT PUBLISHING OFFICE
OFFICE OF THE INSPECTOR GENERAL**
Summary By Object Class
(Dollars in Thousands)

Object Class	FY 2019 Actual	FY 2020 Enacted	FY 2021 Request	FY 2020/2021 Net Change
11 Personnel Compensation	\$ 1,891	\$ 3,083	\$ 3,459	\$ 376
12 Personnel Benefits	651	1,134	1,298	165
21 Travel	33	89	92	2
22 Transportation of Things	-	-	-	-
23 Rents, Communications and Utilities	-	-	-	-
24 Printing and Reproduction	-	-	-	-
25 Other Services	973	739	1,154	415
26 Supplies and Materials	45	118	88	(30)
31 Equipment	-	197	-	(197)
Total Budget	\$ 3,594	\$ 5,360	\$ 6,092	\$ 732

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

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OPEN RECOMMENDATIONS**

OIG Report	Date Issued	Recommendation	Unit	Status and Explanation or Timeline for Implementation
14-07 Changes Can Provide GPO Better Information on Establishing Billing Rates for Congressional Hearings	3/24/2014	14-07-03 Conduct an analysis that will determine system requirements required to further develop and implement a comprehensive management cost accounting system in support of the establishment of congressional billing rates for congressional hearings (Product Code 83). The analysis should determine the feasibility of fully automating and integrating GPO's Plant Operations workflow systems and processes with GPO's financial systems.	Finance	This recommendation entails the following long-term projects: Replace the mainframe PEPS production planning and estimating system with EFI; Replace the mainframe PROBE shop-floor data collection system, also with EFI; implement a Management Cost Accounting System (MCAS) that will interface with Oracle Projects (fed by EFI) to enable ratemaking processes. Tasks accomplished in FY 2019 are: Finalizing EFI module set-ups and configurations, Contracting activities for EFI implementation services, MCAS developers conducting system-to-system data validations, End-user system familiarization and training activities commenced on MCAS. The MCAS went live in June 2019. It will begin collecting data for analyses and proactive costing activities. Planned activities in FY 2020 are stand-up of the new Manufacturing Workflow System (MWS) – EFI implementation (stand up will enable the estimating part of EFI to be deployed), develop shop floor data transfer/interface from EFI to Oracle Projects, determine ancillary requirements from EFI for PROBE-like support.
17-08 Financial Management Unbilled Congressional Publication Jackets	3/28/2017	17-08-01 Develop and implement a process by which unbilled jackets can be monitored effectively. 17-08-02 Clear the unbilled jackets by taking necessary action on the 1,084 unbilled jackets.	Finance	Finance and Plant Operations continue to work on the shop floor reporting system that should replace both PROBE and PEPS, (see response to finding 14-07-03 (above)). The EFI system being implemented has exception reporting and workflow capabilities that should improve the monitoring of open work jackets. The interim process to address this issue continues in FY 2020 as it did in FY's 2018 and 2019; Finance will send an aged list of unbilled Congressional work in process (developed from Oracle Projects) to the Official Journals of Government (OIG) business unit, for their follow-up and action. In FY 2019, reports were sent to OIG monthly, October through September. This procedure will continue into FY 2020. Finance continues to work with GPO's Official Journals of Business to close out all 1,084 unbilled jackets cited in this audit report. Of the 1,084 jobs, 80% have now been billed, and 20% remain open as work in process. The majority, 92%, of the open/work in process jackets are Serial Sets. These are continuously worked on while Congress is in session, and may take up to 4 years to complete.

There are 3 Recommendations on Which Corrective Action Has Not Been Completed in More Than 1 Year.

Last status update 10/15/2019



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