

BUDGET JUSTIFICATION

Fiscal Year 2022



GPO

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

February 16, 2021

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

The Honorable Jack Reed
Chairman
Subcommittee on Legislative Branch
Committee on Appropriations
United States Senate
Washington, DC 20510

Dear Chairman Ryan & Chairman Reed:

I have the honor to transmit herewith the appropriations request of the United States Government Publishing Office (GPO) for Fiscal Year 2022.

Strategic Outlook. GPO continues to move forward with its transformation from a print-centric to a content-centric publishing operation, despite suffering significant operational and financial challenges since the onset of the COVID-19 pandemic. This effort reflects recommendations from Congress and other outside entities and is critical to GPO's long-term health.

In FY 2022 and beyond, GPO will continue to focus primarily on digital as we develop our portfolio of diversified and integrated products. 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 – GPO understands that our customers want the speed and flexibility that can only come from a robust digital product portfolio.

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. GPO's Strategic Plan was 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 2022 Appropriations Request. As part of the Fiscal Year 2022 Legislative Branch Appropriations bill, we are requesting funding for our Congressional Publishing account, Public Information Programs of the Superintendent of Documents account, and 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, as well as 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 2022 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 \$125,549,000 for FY 2022. This represents a 7.3 percent increase from FY 2021, or \$8,549,000. If fully funded, GPO’s FY 2022 request would mark the first time since FY 2010 that GPO’s annual appropriation has increased. Through FY 2021, total GPO appropriations have declined by 21% since FY 2010 (*See Table 1*). In inflation adjusted dollars, that is a reduction of 34%.

Table 1
Total Appropriations to GPO
FY 2010 - 2021 and FY 2022 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
2022	125,549,000 (Requested)

GPO’s ability to submit essentially flat annual appropriations requests in recent years stems from several complementary factors. First, GPO has enjoyed improved productivity as it has transitioned to digital technologies and products. Additionally, GPO has successfully constrained its overhead and personnel costs through the imposition of strict financial controls and targeted efforts to reduce the size of our workforce, including a 2015 buyout of more than 100 of our teammates. Finally, with the assistance of the Appropriations committees, we have been able to effectively use unexpended prior-year balances to offset increased expenses.

During my first opportunity to testify as GPO’s new Director before the House Legislative Branch Appropriations Subcommittee last spring, I testified that GPO’s needs for continued technology capital investment necessary to continue our service level to our customers would likely require us to request increases to our annual appropriations in the future. The decline in business revenues

and increased costs resulting from the COVID-19 pandemic has only accelerated the need for an increased appropriations request.

Our FY 2022 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 **govinfo**, XPub and IT cybersecurity measures that support congressional publishing and public information programs operations.

Congressional Publishing Appropriation. GPO is requesting \$80,184,000 for the Congressional Publishing account in FY 2022. This request is an increase of \$2,184,000 over FY 2021, which is primarily required to fund increases both in accumulated teammate compensation and the costs of raw materials.

Between FY 2014 and FY 2021, the appropriations level for Congressional Publishing has been essentially flat. If starting in FY 2010, spending on congressional printing has actually declined by nearly 17 percent. (*See Table 2*) The availability of prior-year unspent balances has been one of the factors keeping spending in this account flat.

Table 2
Congressional Publishing Appropriation
FY 2010 - 2021 and FY 2022 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
2022	80,184,000 (Requested)

The report to accompany the Legislative Branch Appropriations bill for FY 2021 (H. Rept. 116-447), 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, United States Code, GPO's estimates of likely congressional publishing requirements are based on historical data and other factors.



We currently estimate that workload volumes will likely increase congressional publishing costs by about \$10,747,000 in FY 2022 from FY 2021 levels, due in part to the impact of COVID-19 in FY 2021. We also expect increases in teammate compensation and the cost of raw materials to increase expenses to the Congressional Publishing account by an additional \$2,099,000. In order to constrain the total Congressional Publishing appropriation request for FY 2022 to \$80,184,000, GPO plans to use about \$8,054,000 of prior-year transfer funds in GPO's Business Operations Revolving Fund to support Congressional Publishing work in FY 2022.

As shown on page D-4 of our budget justification for FY 2022, we will use unexpended balances of prior-year appropriations that have been transferred to GPO's Business Operations Revolving Fund to offset anticipated requirements for FY 2022. The balance of these funds is earmarked for GPO's critically important XPub project and other congressional information projects as indicated on page F-6. The XPub project 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 in both digital and print formats.

Public Information Programs of the Superintendent of Documents. GPO is requesting \$34,020,000 for this account, an increase of \$1,720,000 from the amount appropriated in FY 2021. This account pays for the cost of providing Federal Government publications in digital and tangible formats to 1,117 Federal depository libraries nationwide, cataloging and indexing, the distribution of documents to recipients designated by law, and international exchange distribution.

While our FY 2022 request for the Public Information Programs account represents a 5.3% increase over our FY 2021 request, it still represents an overall 17% reduction from the amounts appropriated for these purposes in FY 2010 (*See Table 3*). GPO's ability to effectively operate its Public Information Programs even with this reduction is due to the agency's continuing transition to digital technology and products, making the dissemination of official Government information to the public less costly and more efficient.

Table 3
Public Information Programs of the
Superintendent of Documents Appropriation
FY 2010 - 2021 and FY 2022 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
2022	34,020,000 (Requested)



The net funding increase of \$1,720,000 we are requesting for FY 2022 is to cover increases in teammate compensation and other related costs of about \$684,000, increases in prices for materials and services of \$318,000, and \$718,000 for an increase of five FTE's to enhance education and outreach activities to FDLP libraries. Additionally, the approved use of prior-year transfer funds will cover \$1,200,000 of costs in FY 2022 to develop new features for the askGPO Customer Relations Management (CRM) application system.

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 116-447. 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 \$11,345,000 for this account, to remain available until expended, to support continued investment in information technology and cybersecurity projects. This compares with the \$6,700,000 Congress appropriated for these purposes in FY 2021. 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 simultaneously decreasing the costs of distributing such products in traditional print formats. They have also included efforts to harden and secure GPO's IT infrastructure from persistent external cybersecurity threats. For FY 2022, GPO is also requesting specific funding from the Revolving Fund for G-Invoicing and XPub development projects.

Table 4
Appropriations to the Business Operations Revolving Fund
FY 2010 - 2021 and Requested for FY 2022

<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
2022	11,345,000 (Requested)

Govinfo Projects for FY 2022 – \$6,825,000

- **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 (\$3,325,000)** – 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 2022 – \$150,000

- **Security Enhancements for Advanced Persistent Threat** – 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.

G-Invoicing Projects for FY 2022 – \$1,000,000

- **System Development to Support G-Invoicing** – The G-Invoicing system is a mandated requirement from the Treasury Department that will affect all interagency IPAC transactions. Due to the fact that GPO’s Business Operations Revolving Fund collects over 80-percent of its operating funds through IPAC transactions, the successful implementation of a G-Invoicing solution is of critical importance. The requested funding is planned to offset IT expenses related to building and testing G-Invoicing connectivity with GPO financial systems.

XPub Projects for FY 2022 – \$3,370,000

- **XPub System Development Projects** – GPO is developing a new XML-based composition system to replace our proprietary Microcomp system known as XPub (formerly known as the Composition Replacement System (CSR) project). This request covers some of the development costs associated with this project.

Chairman Ryan and Chairman Reed, GPO looks forward to working with you and your Subcommittees in your consideration of our appropriations request for Fiscal Year 2022.

Sincerely,



HUGH NATHANIAL HALPERN
Director



Enclosure

cc:

The Honorable Mike Braun
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 2020 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, 2020, GPO employed 1,625 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), which averaged approximately 33 million retrievals per month in FY 2020. GPO also provides public access to Government information through partnerships with 1,117 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

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 our 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. The FDsys site was formally retired in December of 2018 with a new site, **govinfo**, which offers significantly enhanced functionality, taking its place.

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

In FY 2015 we put into operation our new zero make-ready (ZMR) press to support congressional and Federal agency publishing requirements, and as a result were able to reduce the cost of producing congressional hearings. In FY 2016 we installed a new perfect binding line to increase the speed and reduce the cost of binding operations. In FY 2020, 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. These presses, which were put into production last March, have enabled 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.

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. These include 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 \$306.7 million. By comparison, our approved funding for FY 2021 is \$78.0 million, a reduction of about 75% in constant-dollar terms.

Since 2010, we have achieved a 31% reduction in the constant-dollar value of the Congressional Publishing Appropriation. We have achieved this reduction through the continuing transformation of our technology profile, the implementation of rigorous cost controls, and collaboration with Congress in furthering initiatives designed to improve the efficiency of 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 2014-21.

**Congressional Publishing Appropriation
FY 1980-2021**

<u>Fiscal Year</u>	<u>Appropriation</u>	<u>In Constant Dollars</u>
1980	\$ 91.6 million	\$ 306.7 million
1985	94.0 million	232.1 million
1990	74.1 million	151.6 million
1995	84.7 million	146.8 million
2000	73.3 million	113.1 million
2005	88.1 million	120.3 million
2010	93.8 million	112.7 million
2015	79.7 million	88.9 million
2020	79.0 million	79.0 million
2021	78.0 million	78.0 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 2020, we had just 1,625 employees on board, representing a reduction of 4,825, 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 2020
(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
2020	1,625

Highlights of FY 2020 Congressional Work. GPO worked with Congress to produce a number of notable publications in FY 2020, including the Congressional Pictorial Directory for the 116th Congress and volumes 16-35 of the Main Edition of the U.S. Code, a publication that GPO produces every six years. GPO also produced Senate Document 116-12, parts 1-3 of the Proceedings of the United States Senate in the Impeachment Trial of President Donald John Trump as well as House Document 116-95, the Evidentiary Record Pursuant to House Resolution 798, Volumes 1-17 related to the impeachment proceedings.

Additionally, GPO was honored to produce programs and tickets for the Capitol memorial services for Congressman John Lewis and Supreme Court Justice Ruth Bader Ginsburg. Another significant undertaking on behalf of Congress was GPO's work with the Joint Committee on Inaugural Ceremonies to prepare the tens of thousands of tickets, credentials, and other printed materials needed to support the 59th Inaugural Ceremonies held on January 20, 2021.

In support of Congress's Legislative Branch Bulk Data Task Force, GPO worked throughout FY 2019 and FY 2020 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 (extensible markup language). USLM offers a standard XML schema to promote interoperability among documents as they flow through the legislative and regulatory processes. It also promotes international interoperability with documents produced by governments world-wide.

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**, and in FY 2020 GPO made significant progress on a project 2021 to convert the Statute Compilations on **govinfo** into USLM XML. That work is scheduled to be completed in FY 2021.

Those Legislative Branch Bulk Data Task Force USLM initiatives complement the work GPO is performing through its GPO's XPub development project to replace GPO's aging, proprietary composition system with a new XML-based, automated system. 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 contribute to openness and transparency in Government.

XPub allows customers to provide GPO with content in any format and get output in flexible print and digital formats, and it is being deployed 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. Since then GPO has continued to work on bringing additional publications into XPub production, with a focus on congressional bills, resolutions, amendments, public laws, Statutes at Large, House and Senate calendars, the Congressional Record, and the Federal Register.

Toward the end of FY 2020, GPO marked a significant XPub development milestone when the Final Report of the Select Committee on the Modernization of Congress became the first congressional committee report to be produced via XPub. The Select Committee on the Modernization of Congress's report details 97 different recommendations and findings regarding how Congress can better serve the American people, a goal GPO is committed to supporting.

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 2020 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 2021 Budget was released on **govinfo** and in print in February 2020. 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.

During FY 2020, GPO also had the honor of working directly with The White House to produce the official White House Christmas Card, as well as program materials for White House Gold Star Families and Medal of Honor presentations.

Additionally, GPO administered over \$130 million worth of contracts in support of the decennial U.S. Census during FY 2020 and provided substantial support to those Federal agency customers that were forced to modify their plans in response to the COVID-19 pandemic.

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). OFR produces the daily Federal Register, the official daily publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other presidential documents. In addition, 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. GPO produces these publications on behalf of OFR, and is proud that throughout the COVID-19 pandemic we were able to fulfill our obligations to OFR.

Additionally, in FY 2020, GPO completed the renovation of approximately 24,000 square feet of space in its Building A to house the NARA's Center for Legislative Archives, enabling NARA to begin moving House and Senate legislative records into the space in early 2020. GPO and NARA have explored the possibility of identifying additional space to meet the Center for Legislative Archives needs in the years ahead.

Partnership with Industry. Other than congressional and inherently governmental work such as the Federal Register, the Budget, and security and intelligent documents, GPO produces 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 2020, this work was valued at approximately \$516.3 million, and represented 79,133 orders. More than 10,000 individual firms are registered to do business with GPO, the vast majority of which 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 still in operation (<http://www.gao.gov/assets/660/655936.pdf>).

GPO maintains that significant additional savings for taxpayers could be achieved 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. Such a transfer would also improve the ability of GPO's Federal Depository Library Program (FDLP) to reduce the number of "fugitive documents" from the FDLP and improve public access to Government information.

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 2020, GPO launched production of the Next Generation Passport (NGP). The NGP is equipped with an array of new security features which include a polycarbonate data page. In FY 2020 GPO produced 9.3 million passports for the State Department, and has produced a total of more than 190 million passports since 2005. In FY 2021, GPO will continue to make investments needed to support the State Department's Passport Program.

Since 2008, GPO has also 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.

In FY 2020, the GPO produced over 3.0 million secure-card credentials for our Federal agency customers. Since 2008, GPO has produced more than 29 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.

Both the passport and secure-credential operations at GPO are fully ISO 9001-certified and undergo rigorous third-party audits every year to gain recertification. These certifications ensure our customers of GPO's commitment to quality in every product we produce.

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, and Agency Distribution Services

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 1,117 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.

Throughout the COVID-19 pandemic, Federal depository libraries have adapted to public service via telework, closed and reopened libraries under difficult conditions, and developed new and creative ways of operating, while never losing sight of their mission to empower the public with the documents of our democracy.

Providing FDLP libraries with print and electronic Government information resources to share with their patrons is still at the core of what we do. This includes providing educational and training opportunities via GPO’s FDLP Academy. Since this program’s inception in 2012, over 500 webinars and 120 recorded webcasts have been presented to the FDLP community related to U.S. Government information.

As the Program continues to evolve, our critical mission 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** tremendously. Some notable examples of LSCM's recent work include:

- Digitized volumes of the U.S. Government Manual (1935 – 1994)
- Publications related to FY 2021 Federal Appropriations
- Volume 2 of the Precedents of the U.S. House of Representatives (2017 series)
- Railroad Retirement Board publications
- National Institute of Standards and Technology (NIST) publications

LSCM also has official partnership agreements in place with 69 organizations to advance free public access to U.S. Government information. These 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 FDLR, 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 further GPO's mission. A notable example is GPO's collaboration with the Law Library of Congress on the digitization of the U.S. Congressional Serial Set back to 1817. The Law Library of Congress is inventorying and digitizing the Serial Set, while GPO is focused on metadata, the development of a new **govinfo** collection, and seeking any replacement volumes needed by the Law Library.

govinfo. Under the provisions of Public Law 103-40, GPO has been providing online public access to Congressional and Federal agency publications since 1994, beginning with a site known as *GPO Access*. Fifteen years later, *GPO Access* was retired and a significantly re-engineered system debuted as GPO's Federal Digital System or FDsys. In early 2016, GPO unveiled the next generation of our public access system with the introduction of **govinfo**. Rolled out initially as a Beta, **govinfo** improved upon FDsys by providing a modern 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, **govinfo** 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 completely replaced by **govinfo**. Key features of **govinfo** include 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 2020, an additional 212,000 content packages – which are generally equivalent to bound, printed documents – were added to **govinfo** from the legislative, executive, and judicial branches, and the **govinfo** system averaged approximately 33 million retrievals per month. In recognition of its successes with **govinfo**, GPO was honored to receive a 2020 Government Experience Award for achievements and best practices that are radically improving the experience of Government and pushing the boundaries of how citizen services are delivered.

GPO has continually added content to **govinfo** to provide increased public access to Government information. Building upon significant FY 2019 accomplishments, which included digitizing over 76,000 pages of the Public Papers of the President from Herbert Hoover to Ronald Reagan, in FY 2020, GPO digitized over 2,000 Statute Compilations from the House Office of Legislative Counsel, and judicial opinions from three additional Federal courts. This work was in addition to the aforementioned efforts to digitize the U.S. Government Manual from 1935 to 1994, over 11,000 publications from the Railroad Retirement Board, and over 2,300 publications from the National Institutes of Standards and Technology.

Beginning in FY 2018, the **govinfo** repository underwent an extensive initial audit and began yearly surveillance audits 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 to achieve this certification, the highest global standard of excellence for digital repositories.

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. During the annual surveillance audits required to maintain certification, **govinfo** is evaluated against 109 criteria covering all aspects of a digital repository including organizational infrastructure, digital object management, and infrastructure and security risk management.

GPO has continued to invest in the IT infrastructure supporting **govinfo**. This includes the storage and servers needed for production, COOP, testing, and development environments. In FY 2020, GPO completed a major system hardware and storage refresh effort for **govinfo** including replacing and upgrading storage components, moving to a completely virtualized server infrastructure, and upgrading operating systems and applications. Benefits of the technology refresh include additional storage and compute capacity, an increase in application and storage performance, and a hardware footprint that was reduced by more than two-thirds.

**Number of Content Packages Submitted to govinfo
FY 2016-FY 2020**

<u>Fiscal Year</u>	<u>Number of Titles</u>
2016	115,000
2017	188,000
2018	216,000
2019	121,000
2020	212,000

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*) and partnerships with the private sector that offer Federal publications as eBooks. A bricks-and-mortar GPO bookstore, located at our DC headquarters, was closed in FY 2020 as our customer's shift toward online purchasing neared completion. As a result, resources previously deployed to support the physical bookstore will support the growth in online sales.

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 225,000 square feet of climate-controlled distribution, storage, and order 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 was \$18.2 million in FY 2020, up from \$12.9 million in FY 2019, and the number of total orders processed at the Laurel and Pueblo facilities approached 1.5 million. In FY 2021 and beyond, GPO hopes to expand the array of ADS offerings to Federal agency partners.

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.

Congressional activity 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 2020, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 24th consecutive year GPO has earned such an audit result.

FY 2020 Financial Results. During FY 2020, revenue totaled \$915.9 million while expenses charged against GPO's budget were \$930.2 million, for an overall net loss of \$14.3 million from operations. Included in both GPO's FY 2020 revenue is approximately \$13.5 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of State.

Expenses also include \$6.3 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 loss for FY 2020, \$21.5 million. This loss was a direct result of the COVID-19 pandemic, and it marked the first time since FY 2009 that GPO suffered a net operating loss.

Funds appropriated directly by Congress provided nearly \$114.3 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 12.5% 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 2020, the cost of this work totaled \$477.5 million, or about 51.3% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$236.7 million, or about 25.4% of all expenses.

FY 2022 Appropriations Request

GPO is requesting a total of \$125,549,000 for FY 2022. This a proposed increase of \$8,549,000 over the amount GPO requested, and Congress appropriated, in FY 2021 and marks the first time in more than a decade that GPO has requested an overall increase in its annual appropriations. Through FY 2020, total GPO appropriations have declined by 21% since FY 2010 and are currently at their lowest level since then.

Many complementary factors have contributed to GPO's ability to submit flat or declining appropriations requests to Congress in recent years, including our continued transition to digital technologies that have increased productivity and reduce costs. Other factors include the imposition of strict financial controls on our overhead costs and a buyout in FY 2015 that reduced our overall workforce by 103 positions. 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.

But with the significant decline in GPO's business revenues and additional operational costs imposed upon GPO by COVID-19 over the course of the past eleven months, it is necessary for GPO to seek an overall appropriation increase for the first time in more than a decade.

**Total Appropriations to GPO
FY 2010-2021 and FY 2022 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
2022	125,549,000 (Requested)

Our FY 2022 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 **govinfo**, XPub, and cybersecurity measures that support congressional publishing and public information programs operations.

Congressional Publishing Appropriation. GPO is requesting \$80,184,000 for this account. This is \$2,184,000 more than requested, and Congress appropriated, for the Congressional Publishing account, and \$2,184,000 more than Congress appropriated in FY 2021.

Through FY 2021, annual appropriations for Congressional Publishing have remained 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 2010-2021 and FY 2022 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
2022	80,184,000 (Requested)

House Report 116-447, accompanying the Legislative Branch Appropriations bill for FY 2021, 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 increase by about \$10,747,000 in FY 2022 from FY 2021 levels, primarily due to the impact of COVID-19. We also expect price-level and wage increases (if implemented) to increase expenses to the Congressional Publishing account by an additional \$2,099,000. In order to constrain the total Congressional Publishing appropriation request for FY 2022 to \$80,184,000, GPO plans to use about \$8,054,000 of prior-year transfer funds in GPO's Business Operations Revolving Fund to support Congressional Publishing work in FY 2022.

As shown on page D-4 of our budget justification for FY 2022, 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 2022. The balance of these funds is earmarked for GPO's critically important XPub project and other congressional information projects as indicated on page F-6. The XPub project 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.

Public Information Programs of the Superintendent of Documents. GPO is requesting \$34,020,000 for this account, which is an increase of \$1,720,000 from the amount GPO requested, and Congress appropriated, in FY 2021. This account pays for the costs of providing Federal Government publications in digital and tangible formats to 1,117 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 17% 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 2010-2021 and FY 2022 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
2022	34,020,000 (Requested)

The net funding increase of \$1,720,000 we are requesting for FY 2022 is comprised of mandatory pay and related increases of about \$684,000, price-level increases of \$318,000, and \$718,000 for 5 new FTEs to enhance education and outreach activities to FDLP libraries. In addition, the approved use of prior-year transfer funds will cover \$1,200,000 of costs in FY 2022 to develop new features for the askGPO, Customer Relations Management (CRM) application system.

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 116-447. GPO plans to utilize carry-over balances from funds transferred to the Business Operations Revolving Fund to support high-priority information services and products funded by this account as indicated on page F-6, including the collection preservation of new and historic documents and the continued development of **govinfo** content and capabilities.

Business Operations Revolving Fund. GPO is requesting \$11,345,000 for this account, to remain available until expended, to support continued investment in information technology and cybersecurity projects. This compares with the \$6,700,000 GPO requested, and Congress appropriated, for this account in FY 2021. 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 greatly expanded public access to congressional and other Government information products 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. For FY 2022, GPO is also requesting funding support for its G-Invoicing and XPub development projects, both of which represent capital investments essential to the continued improvement of GPO's productivity.

**Appropriations to the Business Operations Revolving Fund
FY 2010-2021 and Requested for FY 2022**

<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
2022	11,345,000 (Requested)

Govinfo Projects for FY 2022 - \$6,825,000

- **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 (\$3,325,000)** – 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 2022 - \$150,000

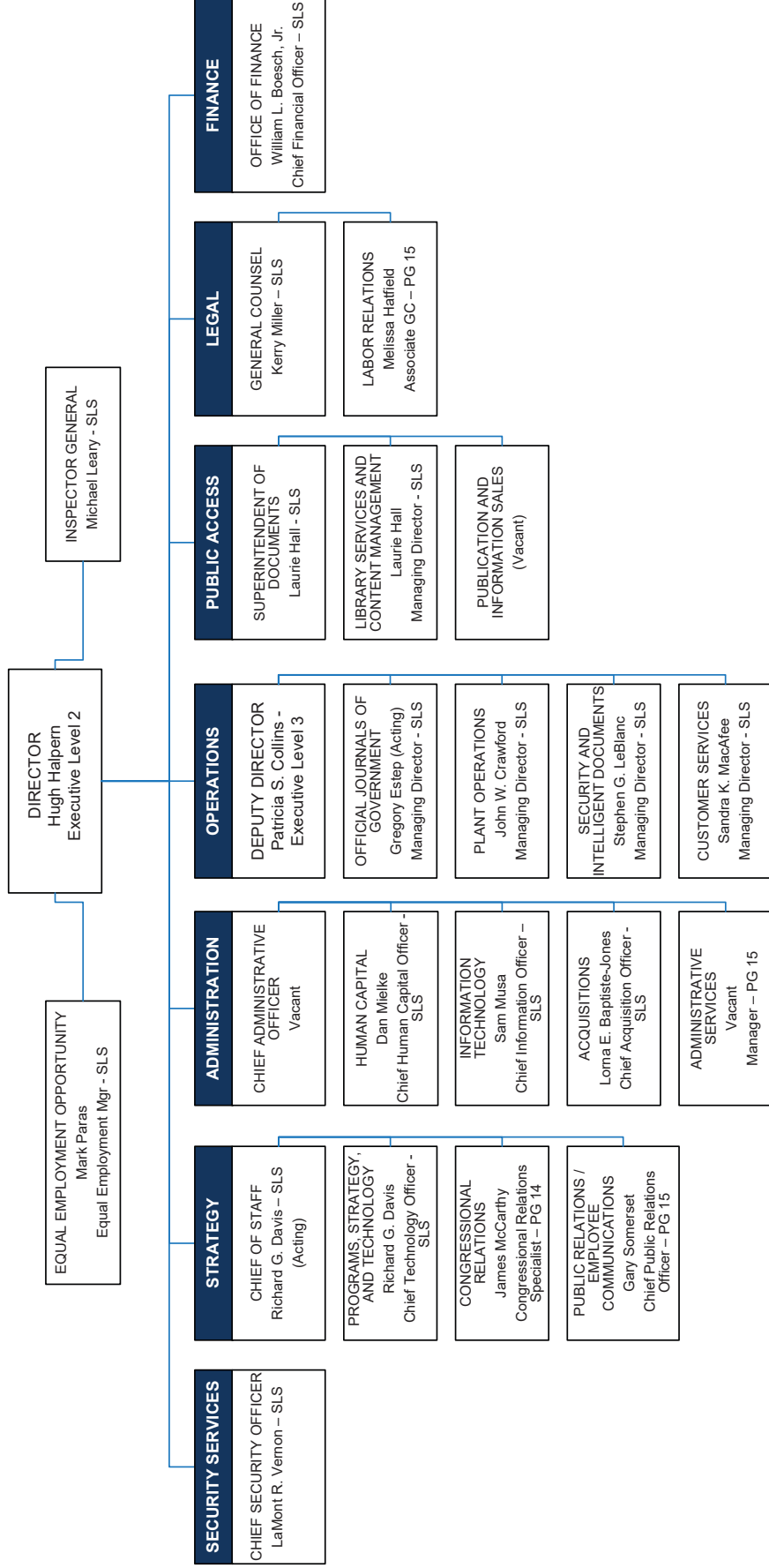
- **Security Enhancements for Advanced Persistent Threat (\$150,000)** – The cybersecurity threat environment faced by Government agencies continues to change rapidly and presents substantive risks and dangers to organizations. The requested funding is planned to address that evolving threat environment 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.

G-Invoicing Projects for FY 2022 -\$1,000,000

- **System Development to Support G-Invoicing** – A mandated requirement of the U.S Treasury Department, the G-Invoicing system will affect all interagency IPAC transactions. Due to the fact that GPO’s Business Operations Revolving Fund collects over 80% of its operating funds through IPAC transactions, the successful implementation of a G-Invoicing solution is extremely critical to GPO’s long-term financial health. The requested funding is planned to offset IT expenses related to building and test G-Invoicing connectivity with existing GPO financial systems.

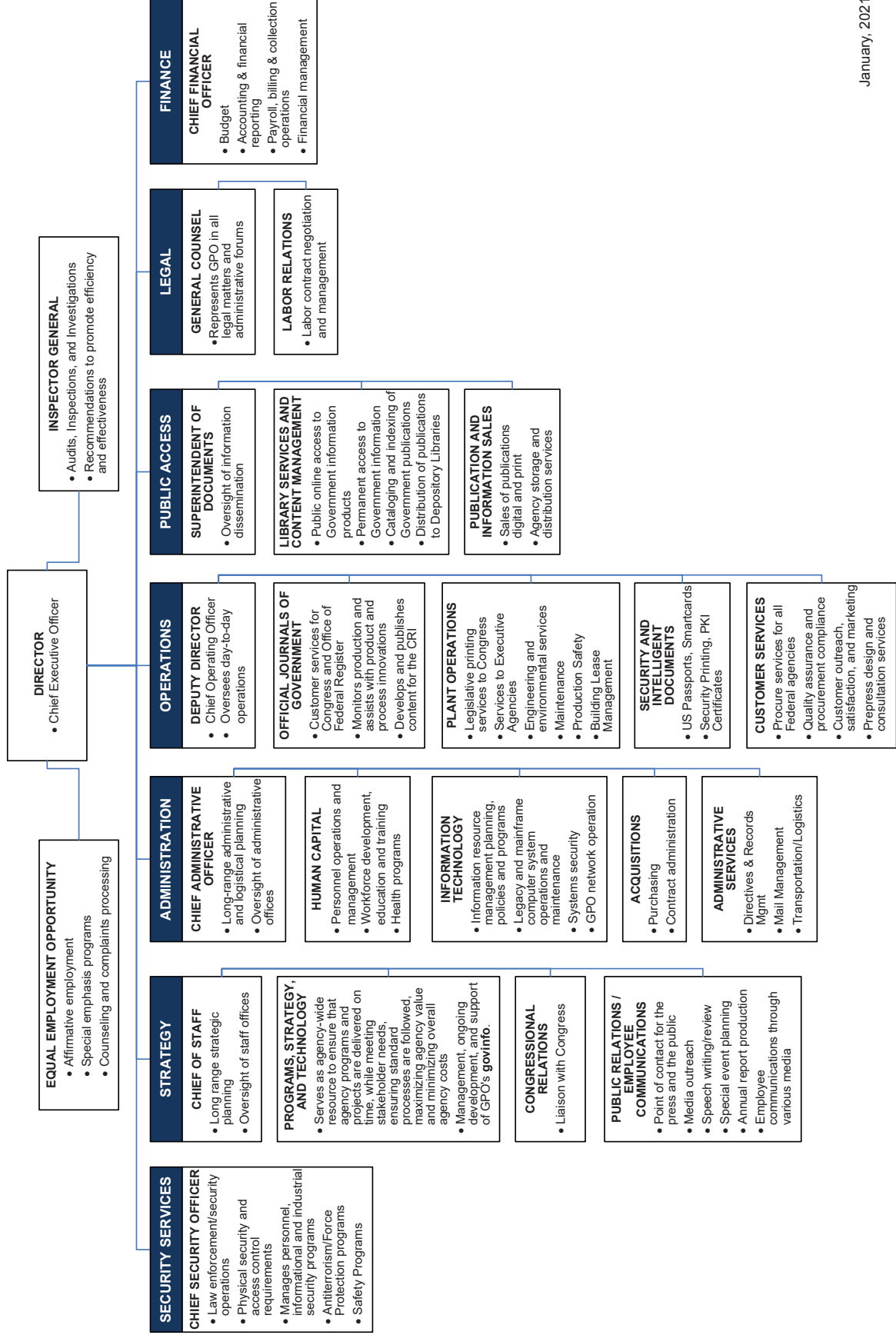
XPub Projects for FY 2022 – \$3,370,000

- **XPub System Development Projects** – GPO is currently developing a new XML-based composition system to replace our proprietary Microcomp system known as XPub (formerly known as the Composition Replacement System (CSR) project). This request covers some of the development costs associated with this project.



GPO FUNCTIONS BY ORGANIZATION

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



GPO STAFFING INFORMATION

As of December, 2020

Business Unit	1-8	9-12	13-15	SLS	Executive	Wage Grade	Total
Acquisitions	2	6	7	1	0	0	16
Administrative Services	8	3	4	0	0	0	15
Customer Services	25	79	37	1	0	0	142
Equal Employment Opportunity	0	3	5	1	0	0	9
Executive Offices	0	0	3	0	2	0	5
General Counsel	0	2	9	1	0	0	12
Human Capital	6	5	21	1	0	0	33
Information Technology	0	15	62	1	0	0	78
Inspector General	0	2	18	1	0	0	21
Library Services & Content Management	4	39	31	1	0	10	85
Office of Communications	0	2	6	0	0	0	8
Office of Finance	5	42	40	1	0	0	88
Official Journals of Government	2	9	14	1	0	78	104
Plant Operations	13	41	58	2	0	536	650
Programs, Strategy and Technology	0	1	16	1	0	0	18
Publication & Information Sales	21	15	8	0	0	2	46
Security Services	42	10	9	1	0	0	62
Security and Intelligent Documents	11	2	34	2	0	158	207
Grand Total	139	276	382	16	2	784	1,599

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 1,599 employees, as of December 2020.

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>	FY 2020 <u>Actual</u>	FY 2021 <u>Enacted</u>	FY 2022 <u>Request</u>	FY 2021/2022 <u>Net Change</u>
Congressional Publishing	\$ 79,000	\$ 78,000	\$ 80,184	\$ 2,184
Superintendent of Documents				
Public Information Programs				
By Law Distribution	313	323	333	10
Cataloging and Indexing	10,328	10,659	10,990	331
Federal Depository Library	20,029	20,672	22,032	1,360
International Exchange	<u>626</u>	<u>646</u>	<u>665</u>	<u>19</u>
Total Appropriation	<u>31,296</u>	<u>32,300</u>	<u>34,020</u>	<u>1,720</u>
Business Operations Revolving Fund	<u>6,704</u>	<u>6,700</u>	<u>11,345</u>	<u>4,645</u>
Total Appropriations	<u>117,000</u>	<u>117,000</u>	<u>125,549</u>	<u>8,549</u>

GOVERNMENT PUBLISHING OFFICE
Staffing Summary — FTE's

<u>Appropriation Title</u>	<u>FY 2020 Actual</u>	<u>FY 2021 Enacted</u>	<u>FY 2022 Request</u>	<u>2021/2022 Change</u>
Congressional Publishing	-	-	-	-
Superintendent of Documents				
Public Information Programs				
By Law Distribution	1	1	1	-
Cataloging and Indexing	24	29	29	-
Federal Depository Library	61	68	73	5
International Exchange	2	2	2	-
Total Appropriation	<u>88</u>	<u>100</u>	<u>105</u>	<u>5</u>
Business Operations Revolving Fund	<u>1,536</u>	<u>1,601</u>	<u>1,601</u>	<u>-</u>
Total Agency	<u><u>1,624</u></u>	<u><u>1,701</u></u>	<u><u>1,706</u></u>	<u><u>5</u></u>

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING
(INCLUDING TRANSFER OF FUNDS)
Fiscal Year 2022**

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, [\$78,000,000] *\$80,184,000*: *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 Committees 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, 2021.*)

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 2022 is \$80,184,000. A total of \$88,238,000 is required to cover congressional publishing requirements for FY 2022; however, transfers of unexpended prior year appropriations to the Government Publishing Office Business Operations Revolving Fund of \$8,054,000 will be utilized to offset the requirement. For FY 2021, a total of \$75,392,000 is estimated to be required to cover congressional publishing requirements by the appropriation of \$78,000,000, resulting in a surplus of \$2,608,000. The transfer of the unexpended balance of the FY 2016 and 2017 Congressional Publishing Appropriations to the Business Operations Revolving Fund may be requested in FY 2021, 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, 1,613 copies are printed daily. About 1,370 copies are charged to the Congressional Publishing Appropriation, including about 243 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 19,900 pages will be required in FY 2022 and the cost will be approximately \$17,723,000.

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 \$2,283,000 will be required in FY 2022 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 the support for both Houses of Congress. The estimate for FY 2022 is \$29,110,000 for about 43.3 million units.

D. Details to Congress. This item includes the cost for GPO employees detailed to Congress. The estimated cost for FY 2022 is \$5,741,000 for 92,600 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 \$570,000 will be needed in FY 2022 for approximately 3,280,000 envelopes, at a cost of \$467,400 and 720,000 document franks, at a cost of \$102,600.

F. Business and Committee Calendars. This heading covers the publishing of all House and Senate business and committee calendars, which list the actions on pending and completed legislation. An estimated \$4,787,000 will be required in FY 2022 for approximately 37,400 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 2022 is \$5,902,000 for approximately 135,500 pages.

H. Committee Reports. This item covers published reports of congressional committees on pending legislation that carry a congressional number. An estimated \$1,515,000 will be needed for about 28,200 pages in FY 2022.

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 2022 is \$866,000 for about 32,000 pages.

J. Hearings. This item covers all hearings before House and Senate committees. The estimate for FY 2022 is \$15,079,000 for approximately 204,000 pages.

K. Committee Prints. This item includes publications for the internal use of committees on pending legislation. The estimate for FY 2022 is \$761,000 for 24,500 pages.

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

Category	2020 Actual ¹	2021 Estimate	2022 Estimate	Change
A. Congressional Record Publications:				
Daily Record:				
Content Development ²	\$ 10,546	\$ 10,800	\$ 11,874	\$ 1,074
Printing.....	5,194	5,320	5,849	529
Subtotal.....	<u>15,740</u>	<u>16,120</u>	<u>17,723</u>	<u>1,603</u>
Record Index.....	1,263	1,865	2,272	407
Record Indexers.....	1,744	1,585	1,629	44
Subtotal.....	<u>18,747</u>	<u>19,570</u>	<u>21,624</u>	<u>2,054</u>
B. Miscellaneous Publications.....	2,493	2,173	2,283	110
C. Miscellaneous Publishing and Services.....	17,632	23,225	29,110	5,885
D. Details to Congress.....	4,880	5,034	5,741	707
E. Document Envelopes and Franks.....	420	624	570	(54)
F. Business and Committee Calendars.....	4,799	3,319	4,787	1,468
G. Bills, Resolutions, and Amendments.....	4,880	5,227	5,902	675
H. Committee Reports.....	1,644	1,573	1,515	(58)
I. Documents.....	2,419	792	866	74
J. Hearings.....	11,547	13,308	15,079	1,771
K. Committee Prints.....	1,024	547	761	214
Total Obligations.....	<u>70,485</u>	<u>75,392</u>	<u>88,238</u>	<u>12,846</u>
Surplus/(Shortfall).....	<u>8,515</u>	<u>2,608</u>	<u>(8,054)</u> ³	<u>(10,662)</u>
Appropriation.....	<u>79,000</u>	<u>78,000</u>	<u>80,184</u>	<u>2,184</u>

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 2022 and the balance will be used for critical projects supporting congressional publishing.

CONGRESSIONAL PUBLISHING APPROPRIATION
 Analysis Of Change FY 2021 to FY 2022

		CALCULATION OF BASE	
		FTE	AMOUNT (000)
	Base, 2021	-	\$78,000
	I. Adjustments To Base	2022 REQUEST	
	A. Price Level Changes	-	2,099
	1. Daily Congressional Record:		
	1a. Content Development	-	319
	1b. Printing	-	<u>157</u>
	Subtotal	-	476
	2. Congressional Record Index	-	61
	3. Congressional Record Indexers	-	44
	4. Miscellaneous Publications	-	61
	5. Miscellaneous Publishing and Services	-	782
	6. Details to Congress	-	0
	7. Document Envelopes and Franks	-	15
	8. Business and Committee Calendars	-	13
	9. Bills, Resolutions, and Amendments	-	158
	10. Committee Reports	-	41
	11. Documents	-	23
	12. Hearings	-	405
	13. Committee Prints	-	20

CONGRESSIONAL PUBLISHING APPROPRIATION
 Analysis Of Change FY 2021 to FY 2022

CALCULATION OF BASE	
FTE	AMOUNT (000)
B. Program Type Changes	\$85
1. Activity	10,747
a. Daily Congressional Record:	
1. Content Development	755
2. Printing	<u>372</u>
Subtotal	1,127
3. Congressional Record Index	347
4. Congressional Record Indexers	0
b. Miscellaneous Publications	49
c. Miscellaneous Publishing and Services	5,103
d. Details to Congress	707
e. Document Envelopes and Franks	(69)
f. Business and Committee Calendars	1,455
g. Bills, Resolutions, and Amendments	517
h. Committee Reports	(99)
i. Documents	50
j. Hearings	1,367
k. Committee Prints	193
2. Estimated Change - in Surplus/(Shortfall)	(10,662)
II. Net Change	2,184
III. Appropriation 2022	\$80,184

CONGRESSIONAL PUBLISHING APPROPRIATION
Explanation of Changes

	FTE	Amount (000)
A. PRICE LEVEL CHANGES		
The average 2.8% increase is due to increase in printing costs rates.	-	\$2,099
B. PROGRAM TYPE CHANGES		
1. Activity (Volume)	-	10,747
a. Congressional Record Publications:		
1. Daily Record This 7 percent increase is computed based on historical data.	-	1,127
2. Congressional Record Index This 18.6 percent increase is computed based on historical data.		347
b. Miscellaneous Publications This 2.2 percent increase is computed based on historical data.	-	49
c. Miscellaneous Publishing and Services This 22 percent increase is computed based on historical data.	-	5,103
d. Details to Congress This 14 percent increase is computed based on historical data.	-	707
e. Document Envelopes and Franks This 11.1 percent decrease is computed based on historical data.	-	(69)
f. Business and Committee Calendars This 43.8 percent increase is computed based on historical data associated with Congressional terms.	-	1,455
g. Bills, Resolutions, and Amendments This 9.9 percent increase is computed based on historical data.	-	517
h. Committee Reports This 6.3 percent decrease is computed based on historical data.	-	(99)
i. Documents This 6.3 percent increase is computed based on historical data.	-	50
j. Hearings This 10.3 percent increase is computed based on historical data.	-	1,367
k. Committee Prints This 35.4 percent increase is computed based on historical data.	-	193
2. Estimated Change - in Surplus/(Shortfall)	-	(\$10,662)

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

OMB Object Class	2020 Actual	2021 Actual	2022 Estimate	Change
24 Printing & Reproduction	\$79,000	\$78,000	\$80,184	\$2,184

**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	\$2,099	\$85	\$2,184

CONGRESSIONAL PUBLISHING APPROPRIATION

Estimated Cost Per Unit by Category¹

Category	Unit ²	2020	2021	2022
A. Congressional Record Publishing:				
Daily Record:				
Content Development.....	Page.....	\$567	\$581	\$597
Printing.....	Page.....	<u>279</u>	<u>286</u>	<u>294</u>
Subtotal.....	Page.....	846	867	891
Record Index.....	Page.....	421	434	446
Record Indexers.....	Hours.....	93	95	98
B. Miscellaneous Publications.....	Page.....	95	97	100
C. Miscellaneous Publishing and Services	1,000 items.....	639	654	672
D. Details to Congress.....	Hours.....	60	62	62
E. Document Envelopes and Franks.....	1,000 items.....	135	139	143
F. Business and Committee Calendars.....	Page.....	125	128	128
G. Bills, Resolutions, and Amendments.....	Page.....	41	42	44
H. Committee Reports.....	Page.....	51	52	54
I. Documents.....	Page.....	26	26	27
J. Hearings.....	Page.....	70	72	74
K. Committee Prints.....	Page.....	30	30	31

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 1.59 cents per copy page.

CONGRESSIONAL PUBLISHING APPROPRIATION

Volume¹ Increase/(Decrease)

Category	Unit	2020	Increase/(Decrease)		2021	Increase/(Decrease)		2022
		Total	Quantity	Percent	Total	Quantity	Percent	Total
A. Congressional Record Publishing:								
Daily Record:								
Content Development.....	Page.....	18,600	0	0.0	18,600	1,300	7.0	19,900
Printing.....	Page.....	18,600	0	0.0	18,600	1,300	7.0	19,900
Record Index.....	Page.....	3,000	1,300	43.3	4,300	800	18.6	5,100
Record Indexers.....	Hours.....	18,700	(2,100)	(11.2)	16,600	0	0.0	16,600
Miscellaneous Publications.....	Page.....	26,200	(3,900)	(14.9)	22,300	500	2.2	22,800
Miscellaneous Publishing and Services	1,000 items.....	27,600	7,900	28.6	35,500	7,800	22.0	43,300
Details to Congress.....	Hours.....	81,200	0	0.0	81,200	11,400	14.0	92,600
Document Envelopes and Franks.....	1,000 items.....	3,100	1,400	45.2	4,500	(500)	(11.1)	4,000
Calendars.....	Page.....	38,500	(12,500)	(32.5)	26,000	11,400	43.8	37,400
Bills, Resolutions, and Amendments.....	Page.....	117,900	5,400	4.6	123,300	12,200	9.9	135,500
Committee Reports.....	Page.....	32,200	(2,100)	(6.5)	30,100	(1,900)	(6.3)	28,200
Documents.....	Page.....	94,100	(64,000)	(68.0)	30,100	1,900	6.3	32,000
Hearings.....	Page.....	164,400	20,600	12.5	185,000	19,000	10.3	204,000
Committee Prints.....	Page.....	34,700	(16,600)	(47.8)	18,100	6,400	35.4	24,500

¹ Volume is an estimate of anticipated requirements.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY
 During FY 2020

House Committees	Daily Cong. 8,649,113	Record Index 884,806	Record Indexers	Misc. Pubs.	Misc P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Prints	TOTALS
U.S. House of Representatives.....															10,965,146
Clerk of the House.....															3,730,217
House Members.....															407,578
H. Agriculture.....													102,716		318,552
H. Appropriations.....													2,040,195	174,308	2,294,098
H. Armed Services.....													266,926		374,723
H. Financial Services.....													391,546	10,092	403,999
H. Education and the Workforce.....													232,510		374,914
H. Foreign Affairs.....													282,387	62,477	439,022
H. Oversight & Government Reform.....													150,435		207,957
H. House Administration.....													455,782	37,713	503,974
H. Natural Resources.....													105,950		228,050
H. Energy and Commerce.....													136,130		368,958
H. Judiciary.....													1,079,866	47,717	1,130,843
H. Select Committee on the Climate Crisis.....													87,931		87,931
H. Transportation & Infrastructure.....													221,249	5,100	328,796
H. Rules.....													40,960	51,952	111,239
H. Science, Space & Technology.....									11,485				277,231	70,520	412,820
H. Veterans' Affairs.....													89,589		213,959
H. Ways and Means.....													114,478		120,843
H. Small Business.....													237,221		307,854
H. Commission on Security & Cooperation in Europe.....													45,909		150,382
H. Ethics.....															33,603
H. Ethics.....												37,430			134,639
H. Commission on Congressional Mailing Standards.....															1,483
H. Budget.....													91,577	18,731	166,122
H. Legislative Counsel.....															213,720
H. Homeland Security.....													150,995	8,861	265,936
H. US-China Economic and Security Review Commission.....														23,138	43,833
H. Select Committee on the Modernization of Congress.....														5,481	10,789
Total House	8,649,113	884,806	0	179,196	1,720,522	1,997,580	400,144	19,569	3,175,900	118,900	50,995	37,582	6,601,583	516,090	24,351,980

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY**
During FY 2020

<u>Senate Committees</u>	<u>Daily Cong.</u>	<u>Record Index</u>	<u>Record Indexers</u>	<u>Misc. Pubs.</u>	<u>Misc. P&S</u>	<u>Details</u>	<u>Doc. Env.</u>	<u>Doc. Franks</u>	<u>Calendars</u>	<u>Bills</u>	<u>Reports</u>	<u>Documents</u>	<u>Hearings</u>	<u>Committee Prints</u>	<u>TOTALS</u>
U. S. Senate.....	6,085,134	560,487		4,068	540,945	393,030	1,849	2,101,160	1,104,382		37,296	22,139		3,671	10,435,329
Secretary of the Senate.....				52,962	1,277,620										1,749,422
Senate Members.....				3,822	1,602,114		373								1,606,309
S. Sec - Sergeant at Arms.....				125	2,904	98,080							116,818		670,059
S. Agriculture, Nutrition & Forestry.....					7,646	339,640							212,810	61,331	217,927
S. Appropriations.....					3,181	114,780						1,992	119,275		239,229
S. Armed Services.....			125	2,760	220,680								314,854		538,419
S. Banking, Housing & Urban Affairs.....				2,840	196,320								118,235		317,395
S. Commerce, Science & Transportation.....			750	2,469	183,780								149,796		336,795
S. Finance.....				2,524	346,320								375,289	8,485	732,618
S. Foreign Relations.....				8,523	102,420								313,404		424,347
S. Homeland Security & Governmental Affairs.....				5,242	121,320			18,907					481,679		608,241
S. Energy and Natural Resources.....				499	107,280								88,204	1,833	216,723
S. Judiciary.....				6,536	17,760								147,962		172,258
S. Health, Education, Labor & Pensions.....				3,012	193,920			11,306					202,051	1,533	411,922
S. Environment & Public Works.....					110,220								44,257		154,477
S. Rules & Administration.....				6,622											6,622
S. Democratic Policy.....				454									9,593		10,047
S. Republican Policy.....				1,859									136,316		138,175
S. Small Business & Entrepreneurship.....				2,800	84,480								67,242		154,522
S. Special Committee on Aging.....				4,586											4,586
S. Select Committee on Ethics.....				2,679	104,460			7,313		588			56,250		170,703
S. Veterans' Affairs.....				5,889	308,610										315,087
S. Legislative Counsel.....			79,297	178,980											258,278
S. Sergeant at Arms.....				3,450	52,740								1,920		58,110
S. Budget.....				2,686											2,686
S. Legal Counsel.....				10,351									11,803		22,154
S. Select Committee on Intelligence.....				13,736	107,760								59,540	8,487	189,522
S. Indian Affairs.....			0	141,149	4,372,967	3,203,600	2,222	0	2,138,685	1,104,980	37,296	24,131	3,027,297	85,340	20,783,288
Total Senate	6,085,134	560,487													

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLING FOR COMMITTEES BY CATEGORY**
During FY 2020

	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 Committees																
Joint Committee on Printing.....					\$2,050	\$3,820								\$30,519		\$36,389
Joint Economic Committee.....					\$1,029	\$8,228									\$80,681	\$89,939
Joint Committee on Taxation.....					\$0	\$12,048	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$30,519	\$80,681	\$344,204
Total Joint Committees	\$0	\$0	\$0	\$0	\$220,955	\$12,048	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$30,519	\$80,681	\$344,204
Miscellaneous																
Bylaw.....	\$710,647	\$11,030	\$1,920,618	\$3,199,338	\$11,012,509	\$84,720	\$723	\$708	\$2,792	\$4,263,184	\$1,621,851	\$1,906,493			\$2,207	\$24,736,821
Architect of the Capitol.....					\$946										\$946	
Cong-Exec Commission on China.....					\$18,158	\$748	\$155,010							\$9,172	\$6,377	\$189,465
Congressional Black Caucus.....					\$4,236											\$4,236
Total Miscellaneous	\$710,647	\$11,030	\$1,920,618	\$3,217,495	\$11,018,440	\$239,730	\$723	\$708	\$2,792	\$4,263,184	\$1,621,851	\$1,906,493		\$9,172	\$8,583	\$24,931,468
TOTALS	\$15,444,894	\$1,456,323	\$1,920,618	\$3,756,795	\$17,123,978	\$5,440,910	\$403,089	\$20,277	\$5,317,378	\$5,487,064	\$1,710,142	\$1,968,207	\$9,668,571	\$690,694	\$70,410,940	

DETAILS TO CONGRESS AS OF SEPTEMBER 30, 2019 & 2020

2019 2020

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.....	1	1
Veterans' Affairs.....	1	1
Total Senate Committees.....	23	23

HOUSE COMMITTEES

Agriculture.....	1	1
Armed Services.....	1	1
Budget.....	1	1
Education and the Labor.....	1	2
Energy and Commerce.....	2	2
Financial Services.....	0	0
Foreign Affairs.....	1	1
Homeland Security.....	1	1
Natural Resources.....	1	1
Oversight and Government Reform.....	1	1
Science, Space and Technology.....	1	1
Small Business.....	1	1
Transportation and Infrastructure.....	1	1
Veterans' Affairs.....	1	1
Total House Committees.....	14	15

MISCELLANEOUS

Commission on Security and Cooperation in Europe.....	1	1
China Commission.....	1	1
Congressional Service Center (CRS).....	1	1
House Legislative Counsel.....	4	3
House Parliamentarian.....	2	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	1
Total Miscellaneous.....	18	16

SUMMARY

Senate Committees.....	23	23
House Committees.....	14	15
Miscellaneous.....	18	16
Total.....	55	54

**GOVERNMENT PUBLISHING OFFICE
PUBLIC INFORMATION PROGRAMS OF THE SUPERINTENDENT OF DOCUMENTS
SALARIES AND EXPENSES
(INCLUDING TRANSFER OF FUNDS)
Fiscal Year 2022**

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, [\$32,300,000] \$34,020,000: *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 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, 2021.*)

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 \$34,020,000 is being requested for FY 2022. This is an increase of \$1,720,000 from the FY 2021 request. Increases in FY 2022 costs are due to mandatory personnel increases, projected inflation and an increase in personnel. The FY 2022 FTE level is 105. This is an increase of five FTEs over the FY 2021 level. These five additional FTEs are requested for the Federal Depository Library Program (FDLP).

By Law Distribution Program

In FY 2022, the requested amount is \$333,000 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 copies of selected printed publications through the By Law program for their organizational/collection needs. 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 2022, the requested amount is \$10,990,000 to administer the Cataloging and Indexing Program. Under the requirements of sections 1710 and 1711 of Title 44, U.S.C., GPO is charged with creating access to all Federal Government publications that are not confidential in nature via catalogs and indexes. The principal tool to do that is the web-based Catalog of U.S. Government Publications (CGP) (<https://catalog.gpo.gov>) that has over 1,000,000 records identifying and providing access to tangible and digital Federal Government publications. In FY 2020, there were over 23,000,000 successful searches of the CGP, and close to 21,000 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 2020, numerous system enhancements were made: performance and security improvements, improved refine search options, the addition of persistent links, and search configuration updates. FY 2021 is seeing continued enhancements for customers, such as the creation of video tutorials on the use of the CGP. In FY2022, further enhancements to the platform and improvements are expected.

GPO has undertaken numerous collaborations in support of the C&I program, to bring new and historic publications under bibliographic control and to make those records available through the CGP. In accordance with the agreement made with the Library of Congress, GPO continues to catalog Congressional Research Service (CRS) Reports. As of mid-September 2020, staff have cataloged over 6,638 separate, unique CRS report titles. The Law Library of Congress and GPO are collaborating on a multi-year project to catalog thousands of digitized and born-digital historical legal reports. The Law Library of Congress is digitizing the reports, and GPO is cataloging the reports that will be made available online.

In FY 2022, GPO will continue 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, and harvesting of agency web content will also be increased.

Federal Depository Library Program (FDLP)

In FY 2022, the requested amount is \$22,032,000 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 1,117 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.

The FY 2022 program request includes funding for five additional FTEs to be added to the Federal Depository Library Support Services (FDSS) unit. This unit in Library Services and Content Management (LSCM) provides direct customer service to libraries in the FDLP and their staff. The FDSS unit is being realigned to better serve the libraries, particularly as significant changes have occurred in many libraries during the COVID-19 pandemic. These additional FTEs will provide virtual training and assistance to libraries, help libraries as they move to a digital services model,

and also provide additional guidance and assistance to those libraries who have large historic collections of tangible materials requiring preservation and maintenance. Additional staff will also assist LSCM in implementing a new pilot program of services to libraries.

To support the libraries in the Federal Depository Library Program in FY 2022, LSCM continues to develop systems enhancements to FDLP eXchange, the depository community's online tool for exchanging Government publications nationwide. Virtual training and expanded educational opportunities for FDLP libraries through FDLP Academy will be supported by replacing the virtual training software platform with new features and functionality. Additionally, LSCM expects to begin a new pilot program to offer new services to libraries including cataloging and preservation of tangible collections that can improve access to U.S. Government information. Also continuing in FY 2022 are development and new enhancements to the askGPO, Customer Relations Management (CRM, Salesforce) application which will improve service to FDLP libraries.

In FY 2020, 2,688 tangible titles consisting of 490,781 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 2020, an additional 212,000 content packages from the legislative, executive, and judicial branches were submitted to **govinfo**, and the system averaged approximately 33 million retrievals per month. The costs of the program are related to identifying, acquiring, cataloging, linking to, authenticating, modernizing, and providing permanent public access to digital Government information. 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 2022, requested funds will be used for maintenance and general development of the **govinfo** system including the continual ingest of new and historic content through digitization projects and the digital repository infrastructure certification assessment. An important digitization effort continuing in FY 2022 is the U.S. Serial Set digitization project in collaboration with the Library of Congress. In FY 2022, approximately \$1,200,000 in prior year funds will be used for further enhancements to the askGPO, Customer Relations Management (CRM, Salesforce) application to develop new features to improve service to FDLP libraries, including a digital repository of historic library information and an upgrade to the Federal Depository Library Directory.

International Exchange Service

For FY 2022, the requested amount is \$665,000 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 2020, a total of 7,050 copies and 363 unique titles were sent to International Exchange Service partners.

**Government Publishing Office
Public Information Programs
Superintendent of Documents
Salaries and Expenses**
Analysis of Change 2021 to 2022
(Dollars in Thousands)

	2022 Agency Request	
	FTE	Amount
FY 2021	100	\$ 32,300
FY 2022		
Mandatory Pay and Related Costs		
Annualization of pay for FY 2021	-	43
Pay raise for FY 2022	-	336
Within-grade increases for FY 2022	-	172
FERS increase for FY 2022	-	133
Total Mandatory Pay and Related Costs	-	<u>684</u>
Total Price Level Changes	-	<u>318</u>
Program/Project/Activity Increases/Decreases for FY 2022		
Addition of five FTEs to enhance education and outreach activities to FDLP libraries	5	718
Develop new features for the askGPO, Customer Relations Management application		1,200
Use of prior year appropriation funds for approved program activities		(1,200)
Total Program/Project/Activity Increases (Decreases) for FY 2022	<u>5</u>	<u>718</u>
Total Net Change	5	1,720
Total 2022 Appropriation	105	34,020

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

	FY 2020 Actual (1)	FY 2021 P.L. 116-260 (2)	FY 2022 Requested (3)	FY 2021/2022 Net Change	
<u>Summary by Program</u>					
By Law Distribution	\$ 313	\$ 323	\$ 333	\$ 10	(4)
Cataloging and Indexing	10,328	10,659	10,990	331	(4)
Federal Depository Library	20,029	20,672	22,032	1,360	(5)
International Exchange	626	646	665	19	(4)
Total Appropriation	31,296	32,300	34,020	1,720	
<u>Summary by OMB Object Class</u>					
11 Personnel Compensation	8,872	10,758	11,633	875	(6)
12 Personnel Benefits	2,983	3,568	4,095	527	(7)
21 Travel	119	40	41	1	(8)
22 Transportation of Things	475	583	593	10	(8)
23 Rents Communications and Utilities	142	166	169	3	(8)
24 Printing and Reproduction	8,912	5,200	5,300	100	(8)
25 Other Services	9,581	11,058	11,246	188	(9)
26 Supplies and Materials	212	927	943	16	(8)
Total Appropriation	31,296	32,300	34,020	1,720	

- (1) Actual and obligated expenditures against the 2020 S&E Appropriation through 09/30/20.
- (2) FY 2021 approved and obligated funding through 9/30/2021. (Legislative Branch Appropriations Act, 2021) P.L. 116-260. The amount requested was \$32,300,000.
- (3) Requested amount is based on FY 2021 funding levels with the addition of five FTEs plus mandatory increases for FY 2022 salary and all non-salary categories. Personnel compensation was calculated based on staffing needs, inflation, 1.1% increase in FERS contributions and appropriate work days for the year.
- (4) Amount reflects mandatory increases for personnel and price level increases due to inflation.
- (5) Amount reflects mandatory increases for personnel and price level increases due to inflation and the addition of five FTEs
- (6) Personnel compensation was calculated based on staffing needs, mandatory pay raises, and appropriate work days for the year. Request is to fund 105 FTEs for FY 2022. This is an increase of five FTEs from FY 2021. Additional FTEs were budgeted at the Grade 13 level.
- (7) Reflects anticipated benefit expenditures of 34% of the Personnel Compensation plus 1.2% increase in agency contribution to FERS.
- (8) Reflects price level increase due to inflation.
- (9) Includes Workers' Compensation, Shared Services, overhead, depreciation on equipment and contractual services. Inflation has been applied to all categories.

**GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS
REVOLVING FUND
Fiscal Year 2022**

Proposed Appropriations Language:

For payment to the Government Publishing Office Business Operations Revolving Fund, [\$6,700,000] \$11,345,000, 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, 2021.*)

Base Budget Review:

By law, GPO’s Business Operations Revolving Fund is used to finance GPO’s publishing operations. Approximately 80 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>. 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 2022, GPO is requesting a total of \$11,345,000 for the Revolving Fund to remain available until expended, for the following projects:

govinfo Projects	
General System and Collection Development	\$3,500,000
Infrastructure	3,325,000
Total govinfo	6,825,000
Cybersecurity Projects	
Security Enhancements for Advanced Persistent Threat	150,000
G-Invoicing Projects	
System Development to support G-Invoicing	1,000,000
XPub Projects	
Composition System Replacement (CSR/XPub)	3,370,000
Total Revolving Fund Project Requests	\$11,345,000

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 (\$3,325,000). 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.

G-Invoicing Projects

System Development to Support G-Invoicing (\$1,000,000). The G-Invoicing system is a mandated requirement from the Treasury Department that will affect all interagency IPAC transactions. Due to the fact that GPO's Business Operations Revolving Fund collects over 80% of its operating funds through IPAC transactions, the successful implementation of a G-Invoicing solution is extremely critical. The requested funding is planned to offset IT expenses related to build and test G-Invoicing connectivity with GPO financial systems.

XPub Projects

System Development for XPub Projects (\$3,370,000). GPO is developing a new XML-based composition system to replace our proprietary Microcomp system known as XPub (formerly known as the Composition Replacement System (CSR) project). This request covers some of the development costs associated with this project.

**GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS REVOLVING FUND**
Analysis of Change FY 2021 to FY 2022
(Dollars in Thousands)

	FY 2022 Agency Request	
	FTE	Amount
Obligations, FY 2021	1,601	\$ 947,938
Mandatory Pay and Related Costs		
Annualization of FY 2021 pay raise	-	636
Pay raise for FY 2022	-	4,677
Within-grade increases for FY 2022	-	2,362
FERS increases for FY 2022	-	1,902
Total Mandatory Pay and Related Costs	-	9,577
Total Price Level Changes	-	11,279
Non-recurring Costs - Equipment to be obligated in FY 2021	-	(44,632)
Program/Project/Activity Increases for FY 2022		
Capital expenditures equipment, systems, and facilities	-	22,120
Capital Expenditures to be funded by an Appropriation		
Security Enhancements for Advance Persistent Threat	-	150
G-Invoicing		1,000
XPub Development		3,370
govinfo General System & Collection Development	-	3,500
govinfo Infrastructure	-	3,325
Total Expenditures to be funded by an Appropriation	-	11,345
Net change requested	-	9,689
Total Budget FY 2022	1,601	957,627
Offsetting Collections	-	946,282
Total FY 2022 Appropriation	-	11,345

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 2020 Actual	FY 2021 Enacted	FY 2022 Request	FY 2021/2022 Net Change
11 Personnel Compensation	\$ 166,338	\$ 176,418	\$ 182,064	\$ 5,645
12 Personnel Benefits	58,978	63,408	67,340	3,932
21 Travel	381	1,114	1,133	19
22 Transportation of Things	8,512	10,795	10,978	183
23 Rents, Communications and Utilities	16,671	19,343	19,671	329
24 Printing and Reproduction	480,244	390,776	397,419	6,643
25 Other Services	47,792	67,763	68,914	1,151
26 Supplies and Materials	181,783	173,690	176,644	2,954
31 Equipment	25,428	44,632	33,465	(11,167)
Total Budget	986,128	947,938	957,628	9,689

Note: Includes funding for the Office of Inspector General.

**Congressional Publishing Appropriations
Transfer Carryover Spending Plan
As of September 30, 2020**

	<u>Total</u>
Unexpended Balance, September 30, 2020.....	\$42,170,457
Requirements:	
Estimated shortfalls, FY 2022 and prior years.....	10,508,598
XPub.....	20,142,964
XPub Office Renovation.....	428,900
USLM Projects:	
USLM Project for Statutes Compilations.....	501,995
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/USLM Projects.....	<u>1,500,000</u>
Subtotal, USLM Projects.....	4,501,995
Congressionally Mandated Reports.....	500,000
Primary Data Center.....	<u>6,088,000</u>
Total.....	42,170,457
Estimated FY 2016 Transfer Request.....	98,000
Requirements:	
XPub.....	98,000

**Public Information Programs Appropriations
Transfer Carryover Spending Plan
As of September 30, 2020**

	<u>Total</u>
Unexpended Balance, September 30, 2020.....	\$18,014,968
Requirements:	
Collection Preservation of New and Historical Documents.....	3,540,969
Outreach Activities and Program Support for Federal Depository Libraries.....	885,217
Continued Development of gov.info Content and Capabilities.....	3,941,313
Modernization of Outdated and Unsupported FDLP Systems.....	8,998,874
Reserve Funds for Printing and Other Unanticipated Shortfalls.....	<u>648,595</u>
Total.....	18,014,968
Estimated FY 2016 Transfer Request.....	1,200,000
Requirements:	
Projects include: Enhancements to the askGPO, Customer Relations Management (CRM, Salesforce) application to develop new features to improve service to FDLP libraries, including a digital repository of historic library information and an upgrade to the Federal Depository Library Directory	
Total.....	19,214,968

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. Since then, GPO was able to compose and publish several high-profile publications using XPub. The first was the Final Report from the House Select Committee on the Modernization of Congress. GPO produced this report in October, 2020 under a tight deadline using a modern, user-friendly layout that includes color, graphics, images, and modern fonts. This report is an example of the capabilities and features GPO’s XPub will be able to offer Congressional committees and Federal agencies. GPO is also nearing completion in the publishing of the Plum Book (United States Government Policy and Supporting Positions) using XPub. In 2021, GPO plans to bring Congressional Bills, Resolutions, and Amendments, Public Laws, Statutes at Large, and House Calendars into production, as well as continuing progress on long-term development projects to modernize its prepress operations and offer enhanced capabilities to customers in order to produce their publications, including Reports from Congressional Committees.

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 including modeling additional publications in USLM XML such as the remaining bill versions and updates to the USLM XML schema, stylesheets, and converters.

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**. Over 2,000 Statute Compilations are now available on **govinfo** in PDF format and additional Statute Compilations will be added over time. This effort was 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**. In FY 2020, GPO made significant progress on this project, and initial deliverables are on track to be completed in FY 2021.

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 2020
Advertising Services Contracts

Contract Title	Project #	Vendor	Service Unit	Obligations \$	If advertising is only part of the contract, list partial amount here \$	Socially & Economically Disadvantaged Small Business	Minority-owned Business	Women-owned Business	All other businesses
Depository Library Council Meeting..	Credit Card	PCNameTags	9160	\$ 796		v			v
Public Service Announcement.....	Credit Card	North American Precis Syndicate	9160	\$ 3,000			v		
Promotional Material.....	Credit Card	Massillon Plaques	9160	\$ 513		v			v
Promotional Material.....	Credit Card	4Imprint	9160	\$ 15,080		v			v
USAJOBS.....	6512.28	Office of Personnel Management	0875	\$ 210,672					v
GovDelivery (P&IS).....	6522.13	Carahsoft	9260	\$ 89,200					v
GovDelivery (CS).....	PR-20-GPO-1646	Carahsoft	4321	\$ 32,444					v
GPO Open House.....	PO 93789	4Imprint	4310	\$ 362					v
TOTAL.....				\$ 352,067					



**OFFICE of the
INSPECTOR GENERAL**
U.S. GOVERNMENT PUBLISHING OFFICE

Date:

February 1, 2021

To:

The Honorable Chris Murphy
Chairman
Subcommittee on Legislative Branch
Committee on Appropriations
United States Senate
S-128, The Capitol
Washington, DC 20510
Attention: Jessica Berry

The Honorable Cindy Hyde-Smith
Ranking Member
Subcommittee on Legislative Branch
Committee on Appropriations
United States Senate
S-128, The Capitol
Washington, DC 20510
Attention: Lucas Agnew

The Honorable Tim Ryan
Chairman
Subcommittee on Legislative Branch
Committee on Appropriations
U.S. House of Representatives
H-306, The Capitol
Washington, DC 20510
Attention: Steve Marchese

The Honorable Jaime Herrera Beutler
Ranking Member
Subcommittee on Legislative Branch
Committee on Appropriations
U.S. House of Representatives
H-306, The Capitol
Washington, DC 20510
Attention: Michelle Reinshuttle

From:

Inspector General, Government Publishing Office

Michael P. Leary

Subject:

GPO OIG's Separate Appropriations Request

Thank you for the opportunity to discuss future appropriations submissions for the Government Publishing Office (GPO) Office of the Inspector General (OIG). In response to your request to provide my thoughts in writing and after informal and positive discussions with the Director of GPO, I am requesting that future funding for the GPO OIG be accomplished through a separate appropriation. In simplest terms, the Office of the Inspector General's budget is currently funded through and by GPO and GPO transmits the annual proposed OIG budget to Congress without change, consistent with the Legislative Branch Inspectors General Independence Act of 2019, 2 U.S.C. § 131, (the Act).

This request, adding a separate GPO OIG account, is intended to more fully realize the intent of Sec. 1604 (d) of the Act. That subsection, in order to enhance OIG independence, provides for separate allocations to be made for OIGs within the amounts made available for salaries and expenses of certain legislative branch instrumentalities, including GPO. A separate appropriation to the OIG enables a direct relationship with and accountability to Congress. Through formal budget processes and interactions, my office will more

effectively communicate evolving plans and needs while being openly accountable. Moreover, a separate appropriation alleviates the inherent potential conflicts of interest arising from funding my office through GPO's operational funding.

In order to facilitate a smooth transition I ask that this change be considered for FY 2022 budget allocation. I stand ready to explore whether and how this could happen with both the GPO leadership, my oversight committees and your staff as necessary.

For reference, our FY 2021 budget allocation was \$6.2 million. Our FY 2022 budget request is largely static at \$6.3 million. The increase is due to a mandatory pay increase and subsequent benefits compensation. My office is currently 88 percent manned with several hiring actions in place to reach the 24 FTE end-state this fiscal year.

My office is ready to provide additional information regarding this request. Please return responses to me at mleary@gpo.gov, or reach me at (202) 512-0039.

A handwritten signature in black ink, appearing to read 'M. Leary', with a stylized flourish at the end.

MICHAEL P. LEARY
Inspector General

**GOVERNMENT PUBLISHING OFFICE
OFFICE OF THE INSPECTOR GENERAL**
Analysis of Change FY 2021 to FY 2022
(Dollars in Thousands)

	FY 2022 Agency Request	
	FTE	Amount
Obligations, FY 2021	24	\$ 6,203
Mandatory Pay and Related Costs:		
Annualization of FY 2021 pay raise	-	13
Pay raise for FY 2022	-	79
Within-grade increases for FY 2022	-	22
FERS increases for FY 2022	-	56
Transit Benefit Decrease (Reduction in FTEs Enrolled)	-	(1)
Performance Award Decrease	-	(34)
Total Mandatory Pay and Related Costs	-	135
Total Price Level Changes	-	7
Non-recurring Costs:		
Non-Capitalized Info Tech for New Hires	-	(7)
Supplies & Materials for Office Renovation	-	(5)
	-	(12)
Program/Project/Activity Changes for FY 2022:		
Car Rental Contract	-	3
IT Maintenance	-	7
Evidence Room Destruction Equipment	-	6
Investigation, Inspection & Audit Project Contract Support	-	(10)
OIG Branding Project	-	(20)
Subscription Services	-	(5)
CIGIE/Membership Fees	-	10
Total Program/Project/Activity Increases	-	(9)
Net change requested	-	\$ 121
Total Budget FY 2022	24	6,324

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 2020 Actual	FY 2021 Enacted	FY 2022 Request	FY 2021/2022 Net Change
11 Personnel Compensation	\$ 3,083	\$ 3,501	\$ 3,565	\$ 64
12 Personnel Benefits	1,134	1,305	1,376	71
21 Travel	89	52	55	3
22 Transportation of Things	-	-	-	-
23 Rents, Communications and Utilities	-	-	-	-
24 Printing and Reproduction	-	-	-	-
25 Other Services	739	1,235	1,235	-
26 Supplies and Materials	118	110	93	(17)
31 Equipment	197	-	-	-
Total Budget	\$ 5,360	\$ 6,203	\$ 6,324	\$ 121

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

**GOVERNMENT PUBLISHING OFFICE
OFFICE OF THE INSPECTOR GENERAL
OPEN RECOMMENDATIONS**

OIG Report	Date Issued	Recommendation	Unit	Status and Explanation or Timeline for Implementation
20-03 Management Letter - FY 2019 Financial Statements	12/13/2019	We recommend that GPO strengthen internal controls over the review and approval of personnel actions by ensuring that the information in the SF-52s and SF-50s match. Additionally, we recommend that GPO ensure that the SF-52s are approved by the appointing official prior to generating the SF-50s.	Human Capital	Audit 20-03, FY 2019 Financial Statement Recommendations remain open until the following Financial Statement Audit
20-03 Management Letter - FY 2019 Financial Statements	12/13/2019	We recommend that GPO management enhance the review procedures over the Work in Process calculations to ensure that the correct prices are used in the calculations.	Finance	Audit 20-03, FY 2019 Financial Statement Recommendations remain open until the following Financial Statement Audit
20-03 Management Letter - FY 2019 Financial Statements	12/13/2019	We recommend GPO implement controls to ensure that contracts and contract modifications that are required to be reviewed by the CRB, are signed by individuals that did not participate in the CRB review process. We recommend GPO strengthen its internal controls to ensure Contracting Officers are following the policies and procedures in place regarding the timely review and approval of purchases and the maintenance of documentation after approval of purchases.	Acquisition Services	Audit 20-03, FY 2019 Financial Statement Recommendations remain open until the following Financial Statement Audit
20-03 Management Letter - FY 2019 Financial Statements	12/13/2019	GPO design and implement controls to ensure that the SF-1 is completed and signed by an authorized official prior to issuance.	Customer Services	Audit 20-03, FY 2019 Financial Statement Recommendations remain open until the following Financial Statement Audit

* As of February 3, 2021

Open recommendations on which corrective action has not been completed in more than 1 year.



U.S. GOVERNMENT PUBLISHING OFFICE

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