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Congress of the United States

House of Representatives

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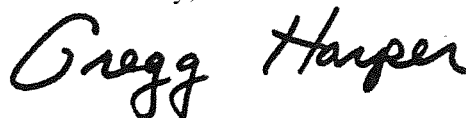
JAMIE FLEET, MINORITY STAFF DIRECTOR

June 9, 2017

The Honorable Davita Vance-Cooks
Director
U.S. Government Publishing Office
732 North Capitol Street N.W.
Washington, D.C. 20401

Dear Director Vance-Cooks,

Thank you for testifying during the Committee on House Administration's May 17, 2017 hearing entitled, "Transforming GPO for the 21st Century and Beyond". The Committee requests you respond to the additional questions (attached) that will be made part of the hearing record. Please provide your responses to the following questions to the Legislative Clerk, Maggie Moore (Maggie.Moore@mail.house.gov), with the Committee by **Friday, June 30, 2017 at 5:00pm.**

If you have any questions concerning this matter, please feel free to contact the Committee staff at (202) 225-8281. Thank you again for your testimony. We look forward to hearing from you.

Sincerely,

Gregg Harper
Chairman

Attachments: Questions for the Record

Questions from the Majority
Inspector General Semiannual Report

1) In response to the Chairman's questions about management challenges identified in the OIG Semiannual Report, Director Vance-Cooks stated: "I would like to go on record as stating that the management challenges as written will probably remain, but we will work diligently on reducing the number of recommendations related to it." According to the OIG, "When GPO attains significant progress toward resolving an issue identified as a management challenge, OIG removes the challenge. The following key criteria are considered in whether to remove a management challenge: (1) demonstrated strong leadership commitment to addressing the issue, (2) ability to address the problem, (3) plan for how corrective measures will be implemented, (4) program to monitor the corrective action, and (5) demonstrated progress in the implementation of the corrective measures." For each of the five management challenges listed in the OIG's Semiannual Report to Congress, please explain in detail addressing each of the five key criteria considered by the OIG, why Director Vance-Cooks believes these challenges will remain.

2) There were 66 OIG audit report and other recommendations open as of March 31, 2017, including 32 on which corrective action has not been completed in more than one year. Please provide a table of all open recommendations sorted by management challenge, the date each recommendation was opened, the date GPO expects each recommendation to be closed out, and any mitigating circumstances that might cause GPO to not meet that date for closure.

3) In every transmittal letter accompanying the OIG Semiannual Report to Congress, Director Vance-Cooks includes as General Comments; "The OIG continues to provide valuable assistance to management in ensuring the integrity and efficiency of GPO programs and operations, safeguarding taxpayer investments in those programs, and investigating anyone allegedly abusing GPO programs. As in previous reports, the Management Challenges identified by the OIG correspond to the strategic direction that GPO is following." The OIG has developed an Annual Audits and Work Plan. In the FY2017 OIG Annual Work Plan, there are five goals and for each goal there is one or more audit/action item. Understanding that the OIG is an independent office but there to provide value to Congress and GPO management, for each audit/action item under each goal, please indicate the value GPO management places on the particular audit/action item (high, medium or low) as it relates to assisting management in achieving its strategic objectives. For each goal, please also indicate audit/action items that are not included but management believes would be a better allocation of the OIG limited resources in assisting management achieve its strategic objectives.

4) In the OIG's Strategic Plan FY2016-FY2019, Non-audit Services "equivalent to consulting services in the private sector and usually involve providing advice or assistance to GPO managers without necessarily drawing conclusions, or making recommendations" is listed as one of the OIG's products. With as much detail as appropriate in a public forum, please explain how and when GPO management has availed itself of this product/service since the beginning of FY2016.

5) The OIG's Semiannual Report to Congress April 1, 2016 – September 30, 2016 identified Unscheduled and Unpaid Absenteeism in the Office of Plant Operations as an issue. GPO Records show nearly 29% (221 of 767 employees) of Plant Operation employees took leave without pay (LWOP) during the period reviewed and 103 employees took LWOP yet received more than their annual base pay. For calendar year 2007 to present, please provide a roster of employees (including all of GPO not just Plant Operations) who took LWOP, how much time each employee took each year indicating the title, position, pay plan, series, grade, step, annual salary, and cost code. Please remove or mask any personally identifiable information including but not limited to name, SSN etc.

Title 44

6) It has been nearly a quarter of a century since Title 44 has had substantial review. In response to Question for the Record number 1 asked by the Minority following the February 6, 2017 hearing, Director Vance-Cooks stated "My view is that Title 44 generally provides a sufficient basis for GPO's operations as it currently stands. However, we may approach the Committee at a later date with recommendations for revising Chapter 19 of Title 44, which governs the operation of the Federal Depository Library Program." In her testimony on May 17, 2017, Director Vance-Cooks again only discussed concerns about Chapter 19.

a)   Is GPO in complete compliance with every chapter and section of Title 44?

b)   Is every Federal agency in complete compliance with every chapter and section of Title 44?

Please detail any non-compliance on a chapter and section by section basis including but not limited to:

Chapter 11 of Title 44 includes very specific details on the printing of annual reports of executive branch agencies and the responsibilities of the GPO Director to deliver these reports to Congress. Please provide details on whether each executive branch agency met their requirements to GPO and whether the GPO Director met her obligation to deliver to each house of Congress.

Chapter 13 of Title 44 includes very specific details on "particular reports and documents." Please provide details on whether all provisions in Chapter 13 were met last year.

Chapter 19 of Title 44 specifies that "Each component of the Government shall furnish the Superintendent of Documents a list of such publications it issued during the previous month, that were obtained from sources other than the Government Publishing Office." Is each component of the Government in compliance? Please provide details on a component by component basis.

7) Does Title 44 include the necessary provisions to ensure that publications within the scope of the FDLP make it into the program? If not, should Title 44 be revised to include new provisions? If so, what provisions are necessary to ensure compliance?

8) In her testimony on May 17, 2017, Director Vance-Cooks stated "We visited over 250 libraries" and alluded to concerns by FDLP members about provisions in Chapter 19 that have caused (or might be causing) libraries to leave the FDLP. Please provide details from these visits, problems and concerns FDLP members are facing.

9) Under Title 44, printing includes: "the processes of composition, platemaking, presswork, duplicating, silkscreen processes, binding, microform and the end items of such process." Wouldn't anyone using a smart phone or simple desktop publishing software that can create a print-ready PDF be in "technical violation" of Title 44? Please explain your answer.

GPO's Mission

10) If GPO's mission is to "Keep America Informed" as stated by Director Vance-Cooks in her testimony before the Committee and written in her prepared statement that "GPO has been successfully transforming from a print-centric manufacturing facility to a content-centric publishing operation," how is procuring printing for executive branch agencies that is not within scope of the FDLP or "official information products" mission oriented?

11) Are any products produced in Security and Intelligent Documents within scope of the FDLP? If so, please detail.

Agency Printing Plants

12) Most Fortune 500 companies have implemented some form of Managed Print Services where they are reducing their fleet of desktop printers and multi-function devices in the office to reduce operating costs and are consolidating their equipment to group-use machines and in-house print centers with considerably lower costs per printed page. Many Federal agencies are also moving in this direction to reduce their total cost of ownership for copying, printing and duplicating. In the Federal budget parlance, most of these savings are found in object classes other than printing and reproduction. In Director Vance-Cook's prepared statement, she discusses in-agency printing plants that should be closed and the work be directed to GPO.

    a) If Federal agencies were to fully embrace Managed Print Services for all their copying, duplicating and printing needs, aren't those in-agency printing plants critical to successful Managed Print Services implementation?

    b) Does GPO support Managed Print Services in Federal Agencies? Please detail why or why not?

13) In her testimony, Director Vance-Cooks answered the Chairman's question about how GPO distinguishes between duplicating and printing, if there is a distinction, by stating "I would not say there really is a distinction." The 1990 JCP regulations on the number of

pages agencies are permitted to produce in-house without prior authority of the JCP is 5,000 copies of a single page or 25,000 in the aggregate of multiple pages. In the GAO report to the JCP: *Federal Printing: Fewer Plants Are in Operation Than 1990, and Selected Agencies Reported Declining Volume* (GAO-13-636) dated January 2013, GAO states "To define 'duplication' we worked with GPO and the Interagency Council on Printing and Publications to update the definition of duplication in the 1990 JCP Regulations. We consider volumes above 500 copies of a single page and 2.500 copies in the aggregate of multiple pages 'duplication' and volumes below that 'copying'." Is it therefore GPO's position that volumes above 500 copies of a single page and 2,500 copies in the aggregate are required to be printed by or through the GPO? Please explain.

14) In her prepared statement to the Committee on February 6, 2017, Director Vance-Cooks stated "among the challenges facing GPO are two key areas: cybersecurity and the continued presence of agency printing plants that reduce work available for private sector production through GPO's print procurement program (i.e., printing not immediately required for agency use or otherwise not sensitive or classified) than it is to produce in agency printing plants." Further Director Vance-Cooks stated "multiple studies have shown that it is more cost-effective for agencies and the taxpayer to contract out printing than it is deemed to be procurable." Please provide the Committee with a table identifying each study reference by Director Vance-Cooks, the date of the study, the title of the study and who issued/authored the study. Please sort by date, with the most current at the top. Please also supply a copy of each study referenced.

GPO Building
15) In Director Vance-Cooks prepared statement, she discussed GPO leasing in upwards of 15% of GPO's building space making GPO a rather significant landlord.

   a)   Does GPO employ any real estate professionals to manage this growing business? If so, please detail their experience and credentials.

   b)   Does GPO charge market rates for this real estate? If not, why not?

   c)   Are there any non-reimbursed costs of GPO providing space to other government agencies? Please detail.

   d)   How has this non- mission critical business affected core operations? Please include both positive and negative impacts.

16) GPO closed the Denver regional printing facility. Were there any environmental cleanup or mitigation costs incurred by GPO or its landlord? Please explain.

17) If GPO were to relocate to a different location from its North Capitol Street location, would there be any environmental cleanup or mitigation costs? Please provide any details available.

Print Procurement

18) In GPO's FY2017 Budget Justification, approximately 17,600 individual firms are registered to do business with the GPO. In Director Vance-Cook's prepared statement, more than 9,000 individual firms are registered with GPO. Notwithstanding the discrepancy in the number of firms registered, how many individual firms were issued contracts by GPO in FY2016?

19) The Committee would like to better understand the volume and scope of printing procured from the private sector. In table format, please provide the Committee statistical data on printing procured from the private sector in FY 2016. The Committee requests the data be broken down by dollar amount: Jobs above $100,000; Jobs between $10,000 and $99,999; Jobs between $3,500 and $9,999; Jobs less than $3,500; and Jobs procured through GPOExpress. For each dollar amount category we also request: The number of jobs procured; Total value of jobs procured; Number of individual firms issued contracts (Please combine subsidiary locations of the same company); and Number of jobs that fell within scope of the FDLP and delivered to the FDLP in printed format.

20) How many employees are directly involved in print procurement? Please list the number and job function including procurement officers and their assistants as well as those in ancillary functions such as purely administrative, billing and accounts receivable. If necessary, use FTE and percentages for ancillary functions.

21) In Director Vance-Cook's testimony on May 17, 2017, she stated: "I will say to you that, when I looked at all of the members of the Committee to determine exactly how much money you all were getting in your particular states. Last year the entire print procurement revenue was $353 million; $197 million of that came from your particular States." Please provide details on the number of print orders processed through print procurement in all 435 congressional districts and the dollar value of these orders by congressional district. Please keep separate, but include GPOExpress orders.

22) In Director Vance-Cook's testimony on May 17, 2017, she stated: "Every now and then, we have what is called filler work, and we might take one of the Customer Services work, some of that might go into the plant. But it is insignificant in comparison to what we do."

   a) Please list and describe all work which could have been procured from the private sector but has been insourced as "filler" work to the GPO plant in the past ten years. Please include the amount charged to the Agency customer.

   b) Was this work charged at a rate comparable to what it would have cost in the private sector?

   b) Did the charges cover the full direct and indirect costs incurred by GPO to produce the work?

23) In Director Vance-Cook's testimony on May 17, 2017, she mentioned GPO introducing an automated print procurement system called DASH.

    a)   Will this new system fully integrate with GPO's financial systems? Please explain.

    b)   Will this new system allow Agency printing officers to directly input printing requirements? Please explain.

    c)   How will this new system impact chargebacks for printing work performed or procured by GPO? Please explain.

    d)   Will this new system reduce the number of employees needed to procure printing from the private sector? Please provide details on why or why not.

Employees

24) When testifying before this Committee on December 4, 2013, then Public Printer Vance-Cooks stated: "I can say that because we are engaged in a digital transformation, the skill set will change. The skill sets will be a mix of production, digital production. We will be looking for people who are experienced in digital production, digital management, and digital product development." Please provide a roster of every new hire at GPO from December 2014 through present, indicating the title, position, pay plan, series, grade, step, annual salary, cost code and indicating whether the position falls into one or more of the categories outline by Director Vance-Cooks: digital production, digital management or digital product development. For those new hires that fall into one of the three categories, please also include a copy of the vacancy announcement and position description. Please remove or mask any personally identifiable information including but not limited to name, SSN etc.

25) In Director Vance-Cook's testimony, she stated that the skills mix of the employees has shifted from blue collar to white collar. Using a GPO organizational chart and GPO Staffing Information table at least as detailed as submitted to the Committee in January 2017, please provide a breakdown of blue collar and white collar employees in each organizational box and by grade. Within the revenue generating business units (including Official Journals of Government and Library Services and Content Management), please further delineate the number direct "revenue-producing" employees versus those in a predominately administrative or support function.

26) Using a GPO organizational chart and GPO Staffing Information table at least as detailed as submitted to the Committee in January 2017, please provide a breakdown of employees who are included in "overhead" calculations used to determine the page rates for Congress.

27) For calendar year 2016, please provide a roster of employees with title, position, pay plan, series, grade, step, annual salary, cost code and actual W-2 earnings (including

bonuses, overtime etc.) reported to the IRS sorted by descending W-2 earnings (highest to lowest). Please remove or mask any personally identifiable information including but not limited to name, SSN etc.

28) The use and misuse of administrative leave by Federal agencies has been an issue gathering attention in Congress. For calendar years 2007 to present, please provide data on the use of administrative leave by GPO. For each year, please provide the number of employees on administrative leave each year, how many hours of administrative leave were granted each year and the purposes of the administrative leave. For any employee on administrative leave for more than one month, please provide further details indicating the title, position, pay plan, series, grade, step, annual salary, cost code and purpose of leave. Please remove or mask any personally identifiable information including but not limited to name, SSN etc.

Appropriations: Congressional Publishing; Public Information Programs of the Superintendent of Documents; and the GPO Revolving Fund

29) In her prepared statement to the Committee on February 6, 2017, Director Vance-Cooks stated "among the challenges facing GPO are two key areas: cybersecurity and the continued presence of agency printing plants that reduce work available for private sector production through GPO's print procurement program." Further Director Vance-Cooks stated "multiple studies have shown that it is more cost-effective for agencies and the taxpayer to contract out printing that it is deemed to be procurable (i.e., printing not immediately required for agency use or otherwise not sensitive or classified) than it is to produce in agency printing plants." Given that GPO is Congress' in-house printing plant, wouldn't the same hold true for Congressional publications? Please explain.

30) Please provide a table for all orders charged against the CP&B appropriation during the 114th Congress including the title, source (i.e. Committee Name, Clerk, Secretary, etc.), quantity and total amount charged against the appropriation by GPO. Please also identified the best procurement vehicle (GPOExpress, Simplified Purchase Agreement, Term Contract, Small Purchase or One Time Bid) that could be used to procure each order from the private sector through GPO.

31) In GPO's monthly Contribution Margin Summary provided to the Committee, where do charges against each appropriation fall? Plant Operations? Official Journals of Government? Overhead? Please provide a revised document (using the same format and including all of the same information plus revenue from and expenses against GPO's three appropriations) for FY2015, FY2016 and FY2017 to date.

32) GPO has maintained a capability for overnight congressional publication. With recent changes to House Rules is this needed?

33) What is the cost surcharge of such urgent printing versus printing that is produced days later?

34) GPO has different page rates for different products it produces for Congress.

    a)   How is the page rate calculated? Please provide the formula used to create the page rate for each product.

    b)   Is the formula constant from year to year? If not, please include the formula from FY2010 to FY2017.

    c)   What other customers are charged a page rate for products?

    d)   What are those products?

    e)   How is the page calculated for those products? Please provide the formula used to create the page rate for each of those products.

    e)   Is the formula constant from year to year? If not, please include the formula from FY2010 to FY2017.

35) If the page rate for certain Congressional products includes a surcharge for employee overtime, are the employees earning overtime pay for the full amount Congress is being charged?

36) In response to Question 1 following the Committee's February 6, 2017 hearing Director Vance-Cooks stated: "Hearings are billed at one of three page rates . . . depending on the method of copy submission: digital $65, camera-ready copy $69, and manuscript $113. After overhead, the balance of these rates are divided between prepress costs and printing and binding costs. For digital submission, the prepress costs are just 32%, while they are 40% for camera-ready copy and 60% for manuscript, which requires the most work by GPO. Please provide a workflow diagram of the steps required to process each type of copy submission. If possible, please use a single workflow delineating the differences between the three types of copy submission.

37) For FY2011 through FY2017, please prepare a table identifying any Legislative Branch Appropriations Report Language concerning GPO. The table should include: the report title, specific language used, and the status of each provision.

Cybersecurity
38) In her prepared statement to the Committee on February 6, 2017, Director Vance-Cooks stated "among the challenges facing GPO are two key areas: cybersecurity and the continued presence of agency printing plants that reduce work available for private sector production through GPO's print procurement program."

    a)   What GPO resources are involved in cybersecurity?

      b)   In GPO's annual spending plan approved for FY2017 on November 28, 2016, please delineate specific line items requested in Tables 1-5 that are directly related to cybersecurity.

39) How many employees are directly involved in cybersecurity? In table format, please delineate organization, position, grade, cost code, percent of time devoted explicitly to GPO's cybersecurity efforts and specific language used in their approved position description describing their cybersecurity activity or responsibility.

40) In a document submitted to the Committee entitled "GPO Top 12 2107 Strategic Priorities," the Next Generation Firewall Project is mentioned to enhance the cybersecurity of GPO IT systems with a measure of success/milestone of strategy and planning initiated in FY2017 and for system implementation in FY2018. Please provide details on the governance process being used and the status of program milestones to date.

FDLP

41) In her testimony on May 17, 2017, Director Vance-Cooks stated that "We visited over 250 libraries" and alluded to concerns by FDLP members about provisions in Chapter 19 that have caused (or might be causing) libraries to leave the FDLP. Please provide details from these libraries visits about the problems these FDLP members are facing.

42) Does GPO have metrics showing the degree of public use of the tangible versus on-line publications in FDLP libraries? If so, please provide details. If not, why not.

43) Title 44 requires that Federal agencies make their publications available to the Superintendent of Documents for cataloging and distribution though the Federal Depository Library Program (FDLP). According to the 2013 NAPA Report, 97 percent of all Federal documents are "born digital." Title 44 does not mention how digital documents should be treated or submitted. In 2013, GAO reported that some agencies do not submit digital documents to FDLP.

      a)   Are digital documents subject to these same Title 44 requirements?

      b)   How does GPO inform Federal agencies of this requirement?

      c)   How does GPO ensure digital documents reach the FDLP?

44) The Printing Act of 1895 brought under GPO's control other Federal printing plants then in existence, provided for the production of virtually all other Federal printing at GPO itself, and transferred the position and distribution functions of the Superintendent of Documents to GPO from the Interior Department. Since the only means of mass communication or "keeping America informed" in 1895 was print, that was probably a wise decision to transfer SuDocs to GPO.

a)   Given that most documents today are electronic and may never see ink on paper, that the full costs of the program are appropriated solely for the FDLP, and that the GPO Director does not have any enforcement mechanism over executive branch agencies to ensure that any in-scope electronic documents get sent to GPO for inclusion in the FDLP, does the FDLP still need to be a part of GPO in the 21st century? Please explain.

b)   If not at GPO, where else might it make sense to house the FDLP?

45) What documents (if any) from the Judicial Branch of government are within scope of the FDLP?

46) How does GPO find so called "fugitive" documents for inclusion in the FDLP?

47) What's the ratio between electronic versus tangible fugitive documents?

48) Has GPO found any fugitive documents that have been created by Congress? Please explain.

49) Does the Catalog of Government Publications (CGP), which is a national bibliography of government publications, include all historical titles in every Regional Depository Library? If not, why not? If not, what would be involved to make that happen?

50) How do the National Bibliographic Records Inventory Initiative and the Catalog of Government Publications differ? Do they complement each other? Are they redundant?

51) What is the status of the 14 outcomes and 46 actions outlined in the National Plan for Access to U.S. Government Information?

52) GPO has a business unit entitled Library Services and Content Management (LSCM). Do all of its functions fall under the SuDocs appropriations? If not, what other activities is this business unit involved with? How are these activities funded?

53) How does the potential defunding of the Institute of Museum and Library Services (IMLS) affect GPO or the FDLP?

Financial Challenges
54) In her testimony on May 17, 2017, Director Vance-Cooks stated: "Publishing includes mobile apps, e-books, bulk data downloads, all sorts of other products that up to this point no one had even thought about with Title 44." Does Creative and Digital Media Services produce these new products? If not, where in GPO is this work done?

55) GPO's February 2017 Financial Contribution Summary shows Year to Date losses of $724,000 on just $268,000 of total revenue in Creative & Digital Media Services. Based on Director Vance-Cooks testimony it appears that this business unit is core to GPO's future, yet it is a very small business unit and its revenue is not even great enough to meet its direct expenses. Please explain what is going on here and what GPO's plan is for the future of this business unit.

56) GPO's February 2017 Financial Contribution Summary shows Year to Date losses of $1,426,000 on just $3,252,000 of total revenue in Publication and Information Sales business unit.

   a)   Please explain what is going on here and what GPO's plan is for the future of this business unit.

   b)   Further, how many tangible product titles are in GPO's inventory?

   c)   How many e-products titles are in GPO's inventory?

   d)   Of the e-product titles, how many are available for print-on-demand?

   e)   Does GPO print these on-demand documents in-house or by contract with a private sector vendor?

57) In the 2013 NAPA Report beginning on page 142, there is a Projection Data Table. Please update with actual numbers for FY2014-FY2016 and revise projections for FY2017-FY2020 if necessary.

58) In her testimony on May 17, 2017, Director Vance-Cooks stated that "We visited over 250 libraries." How was this travel funded? Please detail who traveled, how much each visit cost and how each visit was funded.

59) In previous testimony before this Committee, GPO management discussed international travel costs. Please provide a summary of all international travel for FY2012, FY2013, FY2014, FY2015, FY2016 and FY2017 to date including Who (excluding or masking personally identifiable information), the employee's grade, business unit cost code, the purpose of the travel, duration of the trip, when the travel occurred, and the total cost of each trip. Please group by individual employee. Additionally, please indicate any premium class travel.

Office of the Federal Register
60) The FY2017 National Archives and Records Administration (NARA) Budget Justification states: The Office of the Federal Register (OFR) is a statutory partner with the Government Publishing Office (GPO), and relies heavily on their on-line content management system, the Federal Digital System (FDsys). FDsys offers new opportunities to develop "web-first" publications that are designed to be posted directly to the Internet and printed only when required by a customer. NARA relies on GPO to provide both

work processes and IT infrastructure for production of the daily Federal Register, Code of Federal Regulations, and other print and on-line publications of the Office of the Federal Register. GPO provides all of the composition activities, rendering, publishing, printing, and electronic hosting for Federal Register publications, worth approximately $30 million per year. GPO is reimbursed by other agencies, which pay GPO for publication services through the GPO revolving fund.

a)   Are all direct and indirect costs associated with GPO's partnership with OFR fully recovered for both electronic and tangible documents/services?

b)   How much overhead is charged to OFR products/services?

c)   How much does OFR's partnership contribute to retained earnings?

d)   Is there any direct revenue from NARA's appropriated funds?

e)   Are there any Agency chargeback issues related to the production of OFR products?

Questions for the Record from Ranking Member Brady

1. How does GPO provide and participate in shared services across the government?

2. You have listed 12 strategic initiatives you are pursuing in FY 2017. Please explain how these initiatives support your ongoing transformation from a print-centric to a content-centric publisher of government information.

3.
    a. Regarding *govinfo,* is December 31st, 2017 still the targeted retirement date for FDSYS?
    b. What are the current usage figures for the beta version of *govinfo*?

4. GPO's inspector general reports that GPO faces management challenges. What is your view of the management challenges GPO is contending with today?

5. You have opened utilization of space in your facility to other federal entities.

    a. How much space are they currently occupying?
    b. What is your annual income from your tenants and what does the income pay for?
    c. Are you able to manage the occupation of your space by other entities?

6. What changes have you made to provide greater openness and transparency to congressional and other government information?

June 30, 2017

The Honorable Gregg Harper
Chairman
Committee on House Administration
U.S. House of Representatives
1309 Longworth House Office Building
Washington, DC 20515

Dear Mr. Chairman:

I am transmitting herewith the responses of the U.S. Government Publishing Office (GPO) to the record of the Committee's hearing on GPO, conducted May 17, 2017, together with additional information as requested.

If you need additional information, please do not hesitate to contact GPO's Chief of Staff, Mr. Andrew Sherman, on 202-512-1100, or by email at asherman@gpo.gov.

Sincerely,

DAVITA VANCE-COOKS
Director
U.S. Government Publishing Office

Questions from the Majority

Inspector General Semiannual Report

(1)   In response to the Chairman's questions about management challenges identified in the OIG Semiannual Report, Director Vance-Cooks stated: "I would like to go on record as stating that the management challenges as written will probably remain, but we will work diligently on reducing the number of recommendations related to it." According to the OIG, "When GPO attains significant progress toward resolving an issue identified as a management challenge, OIG removes the challenge. The following key criteria are considered in whether to remove a management challenge: (1) demonstrated strong leadership commitment to addressing the issue, (2) ability to address the problem, (3) plan for how corrective measures will be implemented, (4) program to monitor the corrective action, and (5) demonstrated progress in the implementation of the corrective measures." For each of the five management challenges listed in the OIG's Semiannual Report to Congress, please explain in detail addressing each of the five key criteria considered by the OIG, why Director Vance-Cooks believes these challenges will remain.

Response. In the OIG's Semiannual Report to Congress, covering October 1, 2016, through March 31, 2017, five Management Challenges were listed. By comparison, for the period March 2006 through October 2011, GPO's OIG routinely reported 10 management challenges facing the agency. The number listed today represents a 50% reduction from the previous period. Further, since 2013, when 6 management challenges were listed, two have been removed (Workers Compensation Programs and Sequestration) while one was divided into two parts – enterprise architecture and cybersecurity. (For GPO's OIG Semiannual Reports to Congress spanning the period of October 2003 to the present, see https://www.gpo.gov/oig/semi-anual.htm).

GPO's OIG routinely comments on the status of GPO's progress under each management challenge. In its most recent Semiannual Report to Congress, the OIG provided the following status information (see https://www.gpo.gov/pdfs/ig/semi-annual/04.27.17.pdf, pp. 4-5). These demonstrate leadership commitment and ability to addressing the challenges:

- Challenge 1: Keeping Focus on Its Mission of Information Dissemination
  GPO's Progress: Senior management continues its focus on advancing GPO's transformation by identifying and developing technological innovations that support its mission.

- Challenge 2: Addressing Emerging Workforce
  GPO's Progress: GPO is continuing its efforts in workforce skill gaps, core competencies, and making efforts to identify measurable goals and targets.

- Challenge 3: Improving the Enterprise Architecture and Infrastructure to Support Enterprise-Wide and FDsys Transformation
  GPO's Progress: GPO continues to address its defined EA and IT infrastructure framework.

- Challenge 4: Securing Information Technology Systems and Protecting Related Information Assets
  GPO Progress: GPO continues to identify and address risks to cyber assets, information, and resolving identified deficiencies.

- Challenge 5: Improving Print Procurement Programs
  GPO's Progress: GPO continues to address contract specifications and publishing needs.

The current five Management Challenges relate directly to GPO's continuing transformation from a print-centric manufacturing facility to a content-centric publishing operation. Some, such as maintaining a focus on information dissemination and securing information assets through cybersecurity initiatives, are expected to be ongoing because they represent challenges rooted in continuous technological change, the outcome of which cannot be predicted at this time. These and other challenges have high level, complex multi-year strategic projects that will dictate plans for how corrective actions will be implemented, programs to monitoring corrective actions, and demonstrated progress in the implementation of corrective measures. The projects must be completed before these challenges will be deemed ready for removal from challenge status. As set forth in the Director's prepared statement, these projects include:

- Releasing **govinfo**, the successor system to FDsys, from beta status;
- Continued development of GPO's Composition System Replacement (CSR) program to replace our aging Microcomp proprietary system;
- Completion of preparations for the launch of the NextGen passport;
- Enhancing the cybersecurity of GPO's IT systems through the NextGen Firewall project as well as multiple ongoing cybersecurity enhancements;
- Implementing a new automated print procurement system called DASH, (Digital Acquisition Support Hub);
- Providing the ability to estimate the cost of products for profitability analyses, inventory valuations, and cost control through the development of a new cost accounting system;
- Becoming the first Federal agency to earn ISO certification as a Trusted Digital Repository for FDsys/**govinfo**;
- Continuing to work with Congress on pilot projects to convert a subset of Public Laws, Statutes at Large, Enrolled Bills, and other documents with USLM;
- Completing the digitization of historic issues of the Congressional Record and the Federal Register
- Releasing gpo.gov 2.0, the enhanced GPO website, from beta; and
- Implementing an Acquisitions Automated System CLM module as part of the Oracle portfolio.

GPO will continue working with the OIG to take the necessary actions to address and resolve the management challenges facing the agency while continuing the meet the information product requirements of Congress, Federal agencies, and the public.

(2)   There were 66 OIG audit reports and other recommendations open as of March 31, 2017, including 32 on which corrective action has not been completed in more than one year. Please provide a table of all open recommendations sorted by management challenge, the date each recommendation was opened, the date GPO expects each recommendation to be closed out, and any mitigating circumstances that might cause GPO to not meet that date for closure.

Response. As the Director reported in her comments accompanying her recent transmittal of the OIG's Semiannual Report to Congress covering the period October 1, 2016 – March 31, 2017, "There were 66

OIG audit report and other recommendations open as of March 31, 2017, including 32 on which corrective action has not been completed in more than one year. *During the reporting period GPO management closed out 34 outstanding OIG recommendations*" (emphasis added). (See https://www.gpo.gov/pdfs/ig/semi-annual/transmittal_04.27.17.pdf, p. 2).

The requested information follows (see information under attachment **CHA QFR 2, Tab 1**). The recommendations are sorted by the OIG's Goals, as established in the OIG's Strategic Plan (https://www.gpo.gov/pdfs/ig/strategic/OIG_StrategicPlan_2016-2019.pdf) and the OIG's Annual Work Plan (https://www.gpo.gov/pdfs/ig/strategic/FY-2017-AnnualWorkPlan.pdf), and as presented in the OIG's Semiannual Reports to Congress (see for example https://www.gpo.gov/pdfs/ig/semi-annual/04.27.17.pdf). The OIG's Goals are crosswalked to GPO's strategic goals (as shown in https://www.gpo.gov/pdfs/about/2014-2018_GPO_Strategic_Plan.pdf) in the OIG's Strategic Plan FY 2016-FY 2019 (p. 9).

(3)   In every transmittal letter accompanying the OIG Semiannual Report to Congress, Director Vance-Cooks includes as General Comments; "The OIG continues to provide valuable assistance to management in ensuring the integrity and efficiency of GPO programs and operations, safeguarding taxpayer investments in those programs, and investigating anyone allegedly abusing GPO programs. As in previous reports, the Management Challenges identified by the OIG correspond to the strategic direction that GPO is following." The OIG has developed an Annual Audits and Work Plan. In the FY2017 OIG Annual Work Plan, there are five goals and for each goal there is one or more audit/action item. Understanding that the OIG is an independent office but there to provide value to Congress and GPO management, for each audit/action item under each goal, please indicate the value GPO management places on the particular audit/action item (high, medium or low) as it relates to assisting management in achieving its strategic objectives. For each goal, please also indicate audit/action items that are not included but management believes would be a better allocation of the OIG limited resources in assisting management achieve its strategic objectives.

Response. As GPO's Inspector General says on page 3 of the OIG's Annual Work Plan for FY 2017, "[o]ur plan reflects direct outreach and solicitation of topics and assignment suggestions from GPO's leadership, external stakeholders, and our staff" (https://www.gpo.gov/pdfs/ig/strategic/FY-2017-AnnualWorkPlan.pdf). As a result of that outreach, GPO management has no additional suggestions to change the plan. GPO management places a high value on all items included in the plan, with the understanding that the implementation of the plan may vary should unforeseen issues of more pressing importance emerge during the plan period. GPO's Director and executive staff meet regularly with the IG to discuss the OIG's work.

(4)   In the OIG's Strategic Plan FY2016-FY2019, Non-audit Services "equivalent to consulting services in the private sector and usually involve providing advice or assistance to GPO managers without necessarily drawing conclusions, or making recommendations" is listed as one of the OIG's products. With as much detail as appropriate in a public forum, please explain how and when GPO management has availed itself of this product/service since the beginning of FY2016.

Response. GPO management has not availed itself of this OIG product/service nor do we recall that the OIG has made any specific offer of this service. It is not clear how such a service would work effectively without potentially compromising the independence of the OIG.

(5)   The OIG's Semiannual Report to Congress April 1, 2016 – September 30, 2016 identified Unscheduled and Unpaid Absenteeism in the Office of Plant Operations as an issue. GPO Records show nearly 29% (221 of 767 employees) of Plant Operation employees took leave without pay (LWOP) during the period reviewed and 103 employees took LWOP yet received more than their annual base pay. For calendar year 2007 to present, please provide a roster of employees (including all of GPO not just Plant Operations) who took LWOP, how much time each employee took each year indicating the title, position, pay plan, series, grade, step, annual salary, and cost code. Please remove or mask any personally identifiable information including but not limited to name, SSN etc.

Response: The OIG reviewed the leave records of Plant Operations employees who used Leave Without Pay (LWOP) along with receiving pay in excess of their annual base salary in 2015. The report disclosed 103 employees who used LWOP in that period yet received more than their annual base pay. Collectively the employees involved were paid approximately $5.1 million in salaries for FY 2015, an average of approximately $49,500.00 per person. This amount included $455,740 more than their base salary, or an average of approximately $4,425.00 per person, which in different cases included "overtime, night differential, and to a lesser degree…performance awards and hazardous duty pay," according to the OIG. The report recommended enhanced enforcement of GPO leave policy by line supervisors, reviewing the FY 2015 leave records of the 103 employees and correcting errors where appropriate, and monitoring time and attendance to ensure compliance with GPO policy. Without noting that there may be occasions when the use of LWOP is appropriate in cases where employees receive more than their base pay in a given year, such as when they are on Family Medical Leave, management concurred with the recommendations and, as noted by the OIG, implemented corrective actions. These included:

- The Managing Director, Plant Operations, pledged to reinforce the requirement that managers and supervisors adhere to GPO directives regarding the approval of LWOP and advancement of annual leave, proper handling of AWOL cases, including taking and documenting corrective actions, and for providing incentive awards. The Managing Director will provide Plant managers and supervisors with documentation on the types of unpaid leave and their leave responsibilities as managers.

- Within 60 days (by December 1, 2016), the Managing Director pledged to lead a systematic review of attendance records for the employees identified in the subject report and where appropriate will document and correct any errors associated with the review and approval of LWOP.

- Within 60 days (by December 1, 2016), the Managing Director pledged to have controls in place requiring Plant managers to review monthly all cases of LWOP use in their departments and to certify that proper procedures were followed for requesting and approving leave without pay. For AWOL cases, Plant managers will be required to certify that the appropriate disciplinary action has been taken or initiated in accordance with GPO policy.

A systematic review of attendance records for the employees identified in the subject report showed that approximately 34% of LWOP use was simple leave without pay, another 30% was Family/Medical

Leave, 18% was the use of LWOP in lieu of sick leave, and the remaining 18% was LWOP for other miscellaneous reasons. At this date, all of the OIG's recommendations in this report have been closed.

The information requested by the Committee follows (see information under attachment **CHA QFR 5, Tab 2a** and **CHA QFR 5, Tab 2b**). The information shows that the number of LWOP hours used by GPO employees declined from 50,678 in FY 2007 to 32,738 in FY 2016, a drop of 35%, which exceeds the overall reduction in employment during that time period (25%). The number of employees using LWOP declined from 462 in 2007 to 249 in 2016, a reduction of 46%. While the number of hours of LWOP per employee increased in 2016 vs. 2007, it is fair to assume that the utilization of LWOP follows the general pattern established by the review conducted following the OIG's recent report, as noted above: approximately 34% of LWOP is simple leave without pay, another 30% is Family/Medical Leave, 18% is the use of LWOP in lieu of sick leave, and the remaining 18% is LWOP for other miscellaneous reasons. Through the first seven months of FY 2017, LWOP use is 9,478 hours, a number which would annualize at 16,428 hours, the lowest use in the last 10 years. As recommended by the OIG, GPO's Plant Operations business unit has implemented actions to improve the management of LWOP use.

Title 44

(6)   It has been nearly a quarter of a century since Title 44 has had substantial review. In response to Question for the Record number 1 asked by the Minority following the February 6, 2017 hearing, Director Vance-Cooks stated "My view is that Title 44 generally provides a sufficient basis for GPO's operations as it currently stands. However, we may approach the Committee at a later date with recommendations for revising Chapter 19 of Title 44, which governs the operation of the Federal Depository Library Program." In her testimony on May 17, 2017, Director Vance-Cooks again only discussed concerns about Chapter 19.

Response. The assertion that it has been a "quarter of a century" since Title 44 has had a substantial review overlooks the fact that Congress amended Title 44 in 2014 when it changed the name of the agency to the Government Publishing Office.

Congress also ordered a broad review of GPO in 2011 in the conference report accompanying P.L. 112-74:

> "Over the past 10 years, the Government Printing Office has regularly contracted out approximately 75 percent of the dollar value of all work ordered annually (other than U.S. passports and secure credentials). The vast majority of the work that is contracted out is for the Executive Branch. Printing for the Congress, passports for State Department, secure credentials for Federal agencies and Congress, products for the Office of the Federal Register, and several important jobs of the Executive Branch, such as the President's Annual Budget and printing for the White House, are conducted in-house, as are all of GPO's digital information operations serving all three branches of the Federal Government. *The conferees note that several studies evaluating GPO's production, procurement, and information dissemination programs and operations, including the Federal Depository Library Program, have been conducted in the past. The conferees also note that past reviews have supported the GPO's business model as the most efficient way in which the*

government should operate its printing and information dissemination responsibilities. The conferees believe that the GPO and the Congress would benefit from an update of these reviews, particularly given the growth in printing and digital technology in recent years, including the feasibility of Executive Branch printing being continued to be performed by the GPO, and other cost saving operational alternatives that might be worthy of consideration. Within available funds under the heading, "Congressional Research Service," the conferees direct the Congressional Research Service to award a grant or contract to the National Academy of Public Administration, an independent nonpartisan organization that was chartered by Congress to assist Federal, State, and Local governments in improving their effectiveness, efficiency, and accountability *to conduct a study on updating a review of GPO operations and additional cost saving opportunities beyond what GPO has already instituted, if any,* and report its findings to the Committee on Appropriations of the House and Senate no later than one year after enactment of this Act." (emphasis added)

Overseen by a panel of distinguished Academy fellows and conducted by a team of Academy professionals, the study involved extensive data analysis and review supplemented by interviews with GPO management, employees, and labor representatives as well as stakeholders from the congressional, Federal agency, library, and printing communities. Released in January 2013 as *Rebooting the Government Printing Office: Keeping American Informed in the Digital Age* (available at https://www.gpo.gov/pdfs/about/GPO_NAPA_Report_FINAL.pdf), the Academy's report affirmed that "GPO's core mission of authenticating, preserving, and distributing Federal information remains critically important to American democracy" in the digital age while recommending measures to strengthen the agency's business model for the future. The resulting report contained 27 findings and 15 recommendations, which GPO has worked to address.

None of the report's recommendations called for sweeping change to Title 44 such as that proposed in H.R. 1024 in 1995 or S. 2288 in 1998, lengthy and complex bills which never came up for a vote in either chamber. The report's summary of previous GPO studies back to the 1980s (Appendix C, pp. 111-120) also did not disclose any such recommendations. No legislative proposals to amend Title 44 substantially were made after the Academy's report was released. The Committee on House Administration held a hearing on the Academy's report in December 2013 but no proposals to revise Title 44 followed. A legislative proposal in the House in 2016 to amend Title 44 to bar GPO from producing secure credentials was dropped after it encountered substantial bipartisan resistance, including from the leadership of the Joint Committee on Printing and the House Administration Committee.

The assertion regarding "substantial review" also overlooks the fact that Congress has exercised close and supportive oversight of GPO in recent years through the Joint Committee on Printing, particularly when it was under the leadership of Chairman Harper in the 112th and 114th Congresses, as well as GPO's legislative oversight and appropriations committees. In particular, key investments in technology approved by the JCP have allowed GPO to advance its operational capabilities significantly, including new equipment that is reducing the cost of congressional information products, the expansion of GPO's COOP capabilities at its Stennis facility, and equipment that will be used to produce the next generation passport. Cost reductions undertaken at GPO in recent years have included congressionally-approved buyouts, reductions in overhead, and a succession of flat annual appropriations requests that are unprecedented in GPO's history. GPO's participation in the Legislative Branch Bulk Data Task Force,

organized originally by the House Legislative Branch Appropriations Subcommittee working with the Office of the Clerk of the House, have resulted in significant new advances in openness and transparency for congressional information. These and other achievements have been made within the current framework of Title 44, which, as stated by Director Vance-Cooks, "generally provides a sufficient basis for GPO's operations as it currently stands." Even with chapter 19, GPO proposed and the JCP approved a major change that permits regional Federal depository libraries to discard print documents where there are sufficient digital equivalents after the print documents have been held for a certain period of time, a change that can help regionals relieve space and other pressures. As the Director noted, however, there may be additional opportunities for statutory improvements to Chapter 19.

(a)	**Is GPO in complete compliance with every chapter and section of Title 44?**

Response. We know of no instances where the GPO is not in compliance with the substantive provisions of the relevant chapters of Title 44 (Chs. 3, 5, 7, 9, 11, 13, 17, 19, 39 and 41).

(b)	**Is every Federal agency in complete compliance with every chapter and section of Title 44?**

Response. As GPO has reported to the Committee previously (see, for example, Committee on House Administration, Subcommittee on Oversight, "GPO – Issues and Challenges: How Will GPO Transition to the Future?" hearing, May 11, 2011; available at https://www.govinfo.gov/content/pkg/CHRG-112hhrg67450/pdf/CHRG-112hhrg67450.pdf, pp. 305-6), the value of funding appropriated to Federal agencies for Object Class 24, Printing and Reproduction, routinely exceeds the value of printing and information products produced or contracted for by GPO, suggesting a significant amount of work is performed elsewhere, most likely by agency plants. The failure of agencies to comply with the relevant chapters of Title 44 has been commented on by GPO's OIG and others (see, for example, GPO OIG Audit report 14-02, Nov. 29, 2013, at https://www.gpo.gov/pdfs/ig/audits/14-02.pdf, and related reports dated 1997-1999, included below in the response to QFR #14); National Academy of Public Administration, *Rebooting the Government Printing Office: Keeping America Informed in the Digital Age* (January 2013) (available at https://www.gpo.gov/pdfs/about/GPO_NAPA_Report_FINAL.pdf).

Please detail any non-compliance on a chapter and section by section basis including but not limited to:

Chapter 11 of Title 44 includes very specific details on the printing of annual reports of executive branch agencies and the responsibilities of the GPO Director to deliver these reports to Congress. Please provide details on whether each executive branch agency met their requirements to GPO and whether the GPO Director met her obligation to deliver to each house of Congress.

Response. The production of annual reports of Federal agencies that are requisitioned from GPO is performed in accordance with the specifications contained in the requisitions.

Chapter 13 of Title 44 includes very specific details on "particular reports and documents." Please provide details on whether all provisions in Chapter 13 were met last year.

Response. The production of particular reports and documents that are requisitioned from GPO is performed in accordance with the specifications contained in the requisitions.

Chapter 19 of Title 44 specifies that "Each component of the Government shall furnish the Superintendent of Documents a list of such publications it issued during the previous month, that were obtained from sources other than the Government Publishing Office." Is each component of the Government in compliance? Please provide details on a component by component basis.

Response. GPO's Superintendent of Documents does not receive a "list of all publications that are obtained from other sources than GPO." In practical terms, handling "lists" from thousands of agencies would be a substantial processing burden. GPO currently has a successful partnership with the National Renewal Energy Laboratory (NREL, DOE), which notifies GPO when new born-digital content is posted to their website; GPO then processes for inclusion in the FDLP. This model ensures that all published in-scope content, regardless of the format, is processed in a timely manner and helps eliminate fugitive documents. For other agencies, GPO takes a proactive approach to finding agency publications in scope of the FDLP. SuDocs staff routinely harvest numerous agency websites, work collaboratively with agencies to ensure that all publications in all formats are processed for inclusion in the FDLP, and visit and review agency websites not harvested to identify new content.

(7)   Does Title 44 include the necessary provisions to ensure that publications within the scope of the FDLP make it into the program? If not, should Title 44 be revised to include new provisions? If so, what provisions are necessary to ensure compliance?

Response. Title 44 contains several important provisions for ensuring publications within the scope of the FDLP make it into the program: a requirement to print through GPO, a requirement that agencies which do not print through GPO supply GPO with copies of publications they produce elsewhere that are within the scope of the FDLP, and the authority to include additional publications in GPO's system of online access. GPO also now employs tools such as web harvesting to find publications in digital format that are within the scope of the FDLP and bring them into the program.

At the same time, Title 44 exempts from inclusion in the FDLP all so-called cooperative publications, which are defined as publications that must be sold to be self-sustaining. All publications included in the publications database of the National Technical Information Service (NTIS) of the Commerce Department have been determined to be cooperative publications, and so are excluded from the program, constituting one of the largest sources of fugitive documents from the FDLP. Additionally, publications produced in agency plants typically escape review for inclusion in the FDLP, another weakness of Title 44 (see GPO OIG Audit report 14-02, Nov. 29, 2013, at https://www.gpo.gov/pdfs/ig/audits/14-02.pdf, and related reports dated 1997-1999, included below in the response to QFR #14). GPO Director Davita Vance-Cooks has asked the Depository Library Council (DLC) to provide her with options for improvements to Title 44, Chapter 19.

(8)   In her testimony on May 17, 2017, Director Vance-Cooks stated "We visited over 250 libraries" and alluded to concerns by FDLP members about provisions in Chapter 19 that have caused (or might be causing) libraries to leave the FDLP. Please provide details from these visits, problems and concerns FDLP members are facing.

Response. Title 44 actually requires GPO to visit libraries for the purpose of conducting inspections, a practice that was dropped in the years prior to 2010. Today GPO uses surveys to assess depository library operations. Visits have been reinstated to for consultations on issues of importance to individual

libraries and to demonstrate GPO's commitment to the program. When GPO staff visit depository libraries, the objective is to listen to the information provided by the libraries and to share the information with LSCM and GPO management. GPO has visited many different types of libraries, including public and private academic institutions, state, court, Federal, special, and public libraries. The following is a high level summary of concerns shared with GPO staff:

Flexibility
- Libraries want more flexibility in the way they select publications (for example, choosing by subject/geography rather than individual items).
- Selective depository libraries want more flexibility in discarding publications. The procedures for disposal of depository publications as outlined in Chapter 19 are more complicated and time-consuming than those for non-depository resources.

Permanent Access to Content
- For most libraries, the focus on providing access to resources is through digital collections; however there continues to be a need for tangible resources in many libraries, especially in communities where there are researchers seeking primary source materials, or a community with an older population.
- Many agencies do not submit or are not aware that they must submit documents to GPO for dissemination to depository libraries. This is a concern for many libraries because the result leads to incomplete library collections and a potential loss of access to Government information.
- Libraries are concerned that Government information remain available from one Presidential administration to the next, and this concern is not limited to any one format.
- While most libraries do not want to commit to preservation services for Federal publications, they are concerned that these services be done by the Government and others to ensure that there is permanent public access for these resources.

Services
- Many libraries are experiencing staff and budget shortages, and as a result, libraries want GPO to provide expertise in a number of areas and for services not historically provided by GPO:
    o Access to a library services system that will allow for interoperability across systems for collection development and better subject access.
    o A weeding tool, such as the newly-developed FDLP eXchange.
    o Assistance in identifying resources in an easily-shareable tool, such as pilot project for library guides (broadly known as LibGuides).
    o Targeted marketing resources.
    o Expansion of training opportunities provided by GPO.

(9)   Under Title 44, printing includes: "the processes of composition, platemaking, presswork, duplicating, silkscreen processes, binding, microform and the end items of such process." Wouldn't anyone using a smart phone or simple desktop publishing software that can create a print-ready PDF be in "technical violation" of Title 44? Please explain your answer.

<u>Response</u>. Information technologies that can be efficiently and effectively used to perform prepress operations for Government publications preparatory to printing and/or digital dissemination via GPO's systems do not constitute a "technical violation" of Title 44, in our view. While GPO maintains a

prepress staff to perform congressional and certain agency work when required, for many years GPO has actively encouraged and assisted congressional and Federal agency customers in using advances in technology to "capture keystrokes at the source" as a cost-savings measure. All congressional bills, for example, are input by staff of the House and Senate Offices of Legislative Counsel. Staff of the Office of the Federal Register input data into the files that are used for printing and disseminating the Register digitally. GPO's billing structure encourages submission of digital or camera ready copy for a variety of products, as the Committee's question number 36 shows regarding hearings. Currently, GPO is in the process of developing a capability, designed initially by Committee on House Administration staff, for the production of hearings that would utilize technology to prepare hearings for printing and/or digital dissemination via FDsys/**govinfo**. When developed, GPO would not regard such a system as being in "technical violation" of Title 44.

GPO's Mission

(10)   If GPO's mission is to "Keep America Informed" as stated by Director Vance-Cooks in her testimony before the Committee and written in her prepared statement that "GPO has been successfully transforming from a print-centric manufacturing facility to a content-centric publishing operation," how is procuring printing for executive branch agencies that is not within scope of the FDLP or "official information products" mission oriented?

Response: Title 44 requires GPO to fulfill all lawful requisitions for printing requirements submitted by Federal agencies (see 44 U.S.C. 1101 et. seq.). The law does not restrict GPO to the production of printing requirements only for the FDLP.

(11)   Are any products produced in Security and Intelligent Documents within scope of the FDLP? If so, please detail.

Response: Products produced in GPO's Security and Intelligent Documents business unit, including U.S. passports for the State Department and secure credentials for Federal agencies, are not determined by their issuing agencies or GPO as publications that are within the scope of the Federal Depository Library Program.

Agency Printing Plants

(12)   Most Fortune 500 companies have implemented some form of Managed Print Services where they are reducing their fleet of desktop printers and multi-function devices in the office to reduce operating costs and are consolidating their equipment to group-use machines and in-house print centers with considerably lower costs per printed page. Many Federal agencies are also moving in this direction to reduce their total cost of ownership for copying, printing and duplicating. In the Federal budget parlance, most of these savings are found in object classes other than printing and reproduction. In Director Vance-Cooks' prepared statement, she discusses in-agency printing plants that should be closed and the work be directed to GPO.

a)   If Federal agencies were to fully embrace Managed Print Services for all their copying, duplicating and printing needs, aren't those in-agency printing plants critical to successful Managed Print Services implementation?

Response. Not necessarily. In both the Federal as well as the private sector the goal of Managed Print Services (MPS) is to optimize the use of all business printing devices, including printers, scanners, faxes, and copiers. For several years, GPO itself has utilized MPS principles and equipment to eliminate the requirement for individual employee desktop printers in favor of multifunction devices.

Based on our experience with Federal sector users of GPO's 980-M program (MPS Consulting Task Orders) and 951-M program (MPS Onsite Hardware and Staffing Task Orders) the focus on improved efficiency, reduced costs, and introduction of new technologies has concentrated not on agency in-plant devices but rather the introduction and placement of appropriate multi-function devices (MFDs) throughout the agency's facilities to address efficiency improvements in employee printing, as distinguished from operations for the production of Government publications. Of the 55 proposed MPS engagements in 2016, only 8 involved in-plant production devices.

b)   Does GPO support Managed Print Services in Federal Agencies? Please detail why or why not?

Response. As indicated above, GPO offers the procurement of two programs providing MPS consulting, onsite hardware, and staffing task orders. In FY 2016, GPO provided contracted managed print services to 13 Federal agencies in 69 discrete locations nationwide through the GPO 951-M program with total revenues of over $37 million (a 134% increase over FY 2015 revenues). The 951-M program on average reduces the operational costs for GPO agency customers by 30% compared to their previous printing expenditures. For Federal agency operations supporting the production of Government publications (including printed forms), GPO offers a suite of print procurement vehicles, especially those focused on duplicating such as GPO Express and Simplified Procurement Agreements, as highly cost-effective and efficient mechanisms for obtaining their procurable publications requirements and complying with the relevant requirements of chapters 17 and 19 of Title 44 without the necessity of implementing additional print services technologies onsite.

(13)   In her testimony, Director Vance-Cooks answered the Chairman's question about how GPO distinguishes between duplicating and printing, if there is a distinction, by stating "I would not say there really is a distinction." The 1990 JCP regulations on the number of pages agencies are permitted to produce in-house without prior authority of the JCP is 5,000 copies of a single page or 25,000 in the aggregate of multiple pages. In the GAO report to the JCP: Federal Printing: Fewer Plants Are in Operation Than 1990, and Selected Agencies Reported Declining Volume (GAO-13-636) dated January 2013, GAO states "To define 'duplication' we worked with GPO and the Interagency Council on Printing and Publications to update the definition of duplication in the 1990 JCP Regulations. We consider volumes above 500 copies of a single page and 2.500 copies in the aggregate of multiple pages 'duplication' and volumes below that 'copying'." Is it therefore GPO's position that volumes above 500 copies of a single page and 2,500 copies in the aggregate are required to be printed by or through the GPO? Please explain.

Response. In 1994 Congress enacted and the President signed into law the definition of "printing" found in the note to 44 U.S.C. 501. This provision had previously been enacted annually as part of the appropriations process in response to attempts by the executive branch to revise the Federal Acquisition Regulation (FAR) to permit executive branch agencies to produce or procure their own printing, which through decentralization would incur significant costs and impair public access to Government information.

The definition pertains to the procurement of printing for executive branch agencies that is related to the "production of Government publications (including printed forms)." The definition includes "duplicating," rather than distinguishing it from "printing," and there is no language distinguishing "copying" from "duplicating" based on volumes. Because duplicating in this definition must be related to the production of publications and forms, simple office copying and duplicating unrelated to those purposes are excluded from the definition.

While there are circumstances under which this note does not apply (orders costing less than $1,000.00 if the work is not of a continuing or repetitive nature, work produced by certain national security agencies, and work statutorily authorized to be produced elsewhere), executive branch printing (including duplicating) that is related to the production of Government publications (including printed forms) is expected to be accomplished by or through the GPO. As noted above, GPO operates specific programs of contracting for duplicating used in the production of publications, most notably GPO Express.

(14)   In her prepared statement to the Committee on February 6, 2017, Director Vance-Cooks stated "among the challenges facing GPO are two key areas: cybersecurity and the continued presence of agency printing plants that reduce work available for private sector production through GPO's print procurement program (i.e., printing not immediately required for agency use or otherwise not sensitive or classified) than it is to produce in agency printing plants." Further, Director Vance-Cooks stated "multiple studies have shown that it is more cost-effective for agencies and the taxpayer to contract out printing that is deemed to be procurable." Please provide the Committee with a table identifying each study reference by Director Vance-Cooks, the date of the study, the title of the study and who issued/authored the study. Please sort by date, with the most current at the top. Please also supply a copy of each study referenced.

Response. Federal Printing: Fewer Plants Are in Operation Than in 1990, and Selected Agencies Reported Declining Volumes (GAO-13-636: Published: July 17, 2013) (available at https://www.gao.gov/products/GAO-13-636). This study identified 84 Federal printing plants in operation employing a variety of conventional printing and duplicating technologies.

The National Academy on Public Administration's 2013 study, Rebooting the Government Printing Office: Keeping America Informed in the Digital Age (available at https://www.gpo.gov/pdfs/about/GPO_NAPA_Report_FINAL.pdf), included a substantial discussion of the value of GPO's print procurement program following its finding that "GPO's current role as a centralized source of print services to the executive branch provides important government-wide benefits" (see pp. 57-60), among them (1) customer satisfaction, (2) open competition for government print work, and (3) capture of Federal agency documents for inclusion in the FDLP and FDsys/**govinfo** systems.

GPO OIG, Commercial Printing and Dissemination of Government Information at the National Institutes of Health November 29, 2013, Audit Report No. 14-0. The report "disclosed: NIH paid approximately 40 percent more for commercial printing compared to GPO estimates. 208 of 500 (41 percent) of products NIH obtained from sources other than GPO met the criteria for inclusion in FDLP but were not included. While 173 of the 208 products were available via the Internet, 35 (17 percent) were not made available through either FDLP or the Internet. GPO did not catalog and index the same 208 products. Six instances of commercial printing that were not reported to the JCP. An exception statue was incorrectly cited for 7 instances of commercial printing."

Available at https://www.gpo.gov/pdfs/ig/audits/14-02.pdf. The report reflects earlier findings regarding NIH's printing and dissemination programs:

- A 1997 study by the Inspector General of the Department of Health and Human Services (HHS), concerning the costs of printing performed by the National Institutes of Health, disclosed that "the GPO surcharge…was less than NIH's in-house surcharge schedule", that "67% of the order costs compared in the sample favored GPO, but the total net favored the NIH," and that "a significant portion of the publications were not making their way to the Depository Library System" [letter from Neil J. Stillman, Deputy Assistant Secretary for Information Resources Management, HHS, to Ms. Sally Katzen, Administrator, Office of Information and Regulatory Affairs, Office of Management and Budget, August 12, 1997; p. 1].

- A follow-up study by GPO's IG disclosed that the overall cost comparison of the study sample favored GPO, that NIH surcharges ranges from 10 to 18.5 percent, and that NIH had not been following Government policy on paper standards and recycled paper [letter from Thomas J. Muldoon, Acting Inspector General, GPO, to Joseph J. Green, Assistant IG for Public Health Service Audits, HHS, September 24, 1997; pp. 1-2].

- The final HHS IG Report, "Review of the National Institutes of Health Printing Program," (A-15-98-80001, March 1999), found that "it would not be feasible to perform a printing cost analysis between NIH and GPO because we could not obtain comparative cost figures for either organization." However, the report also found that "the NIH did not always provide FDLP and C&I copies, or report monthly printing activity, to GPO…46 publications required FDLP copies…however, NIH provided an adequate number of copies to GPO in only 10 instances," yielding a 78% exclusion rate (p. 5). (See attachment **CHA QFR 14, Tab 3a** for a 1999 letter to the Honorable Bill Thomas from GPO's IG regarding these HHS materials.)

A study performed by the GPO Contractors Coalition (a group of private sector printers who contract with GPO) in 1993-94 concluded that agencies procuring work on their own are likely to pay significantly more for printing than for printing procured through GPO. It found that agency procurement costs would be double the costs recovered by GPO's then-6% surcharge, and that "closed, non-competitive agency procurement from the private sector will yield prices 20-25% higher than the open, very competitive GPO procurement from the same private sector printers" (p. 2). (referenced in https://www.gpo.gov/pdfs/congressional/testimony/feb94.pdf, pp 6-7).

A joint GPO/GAO comparison of GPO-procured and Defense Printing Service (DPS) in-house jobs in 1993 found that it is more economical to procure the work in 85 percent of the cases [JCP, Review of the Defense Printing Service, S. Hrg. 103-266 (July 15, 1993); p. 19]. The study found that a savings of 50 percent could be achieved by procuring printing through GPO (p. 18). (See attachment **CHA QFR 14, Tab 3b.**)

A GPO review of Defense Printing Service southern area plants in 1992 disclosed a commercially procurable rate of 38.9% to 75% [JCP, Oversight Hearing on Consolidation of Department of Defense Printing Services, S. Hrg. 102-907 (August 4, 1992); p. 5]. It concluded that savings of 40% to over 50% could be achieved by procuring through GPO (p. 33). (See attachment **CHA QFR 14, Tab 3c**).

In 1988, the Office of Technology Assessment (OTA) conducted a study of Federal printing and information dissemination. Among other things, the study found that it is less expensive for agencies to procure through the

Government Printing Office (GPO) than produce work in their own plants or procure it themselves [OTA, Informing the Nation: Federal Information Dissemination in an Electronic Age, (October 1988); p. 283]. Available at https://www.princeton.edu/~ota/disk2/1988/8823/8823.PDF.

A 1981 General Accounting Office (GAO) study found that it is less costly for the Government to procure printing through a centralized procurement system than to produce it in-house in agency plants [GAO, Agency Printing Plants--Choosing the Least Costly Option, PLRD-81-31 (June 19, 1981); p. 3]. The study found that the amount of commercially procurable work being done in-house among agencies at that time "could be as high as 23%" (p. 4). Available at https://www.gao.gov/assets/140/133603.pdf

GPO Building

(15)   In Director Vance-Cooks' prepared statement, she discussed GPO leasing in upwards of 15% of GPO's building space making GPO a rather significant landlord.

a)   Does GPO employ any real estate professionals to manage this growing business? If so, please detail their experience and credentials.

Response. Since this program began in 2004, GPO has not employed real estate professionals to manage the sharing of its space with other Federal entities. We make space available for other Federal agencies (primarily from the Legislative Branch) and charge rates per square foot that generate funds to help offset our building cost, which are a component of our overhead expenses that otherwise must be recovered through the rates we charge for our products and services. (In recent years reducing GPO's overhead costs has been a major effort. As former Public Printer William Boarman reported to the Committee in June 2011, GPO's overhead costs increased from $92.1 million to $130.1 million in FY 2010, and were slated to rise to $139.1 million in the budget initially approved for FY 2011 – for a 5-year increase of more than 50% -- before they were reduced. See Committee on House Administration, Subcommittee on Oversight, "GPO – Issues and Challenges: How Will GPO Transition to the Future?" hearing, May 11, 2011; available at https://www.govinfo.gov/content/pkg/CHRG-112hhrg67450/pdf/CHRG-112hhrg67450.pdf, p. 148. By comparison, overhead expense for FY 2016 was $125.5 million).

GPO's space sharing program has been fully supported by the Joint Committee on Printing, the House and Senate appropriations committees (see the response to QFR #37, below), and an independent review of GPO by the National Academy of Public Administration (see *Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013, available at https://www.gpo.gov/pdfs/about/GPO_NAPA_Report_FINAL.pdf, pp. 95-6). The response to the program has been positive: since it began, no participating entity has dropped out (other than those who were here on a temporary basis to begin with). Recently, we received the following message from a staff director for an entity housed in GPO: "I wanted to thank you for the outstanding service that GPO offers to ------. Our experience as a tenant within the GPO building has been beyond spectacular."

b)   Does GPO charge market rates for this real estate? If not, why not?

Response. Since this program began in 2004, GPO has not charged market rates to Federal entities for the use of space in its buildings. Instead, and within the budget abilities of the entities using GPO space (U.S. Capitol Police, Architect of the Capitol, Senate Sergeant at Arms, U.S. Commission on

International Religious Freedom, Office of the Federal Register), GPO has incrementally increased the rates charged since the program began. At that time, the rates were: $10/sq. ft. for storage space and $30/sq. ft. for office space. These rates did not change until March 2010, and then only by an increase of 3%. Since then, we have increased the rates to $12.50/sq. ft. for storage space and $16.00/sq. ft. for industrial space (to house a paint refinishing unit of the Architect of the Capitol); the rates for office space have increased to a base of $37.50/sq. ft., with additional amounts above that to amortize the costs of any construction performed for that entity.

c)   Are there any non-reimbursed costs of GPO providing space to other government agencies? Please detail.

Response. No.

d)   How has this non-mission critical business affected core operations? Please include both positive and negative impacts.

Response. As reported by the National Academy of Public Administration, "GPO has…a highly promising program aimed at reducing its facilities footprint coupled with increasing leasing of unused building space as a means of reducing and recovering costs of operation." Since its inception in 2004, this program has contributed to offsetting the cost of maintaining GPO's buildings. As we reported to the Committee following its February 6, 2017, oversight hearing on GPO, current space-sharing agreements are generating approximately $2.6 million annually.

(16)   GPO closed the Denver regional printing facility. Were there any environmental cleanup or mitigation costs incurred by GPO or its landlord? Please explain.

Response. GPO closed its Denver regional printing plant in 2004. Between 2009 and 2011, GPO incurred approximately $57,000 in environmental cleanup/mitigation costs associated with the closure.

(17)   If GPO were to relocate to a different location from its North Capitol Street location, would there be any environmental cleanup or mitigation costs? Please provide any details available.

Response. Quite possibly; this would have to be determined by an appropriate environmental survey/study conducted by a qualified professional company. As to relocation, as we pointed out in our responses to questions for the record of our oversight hearing before the Committee on February 6, 2017, GPO's buildings today represent a significant investment in terms of the infrastructure they provide for GPO's digital as well as conventional print operations. Their physical location adjacent to our primary customer, Congress, facilitates and supports the daily and often hourly interactions we experience in carrying out our congressional support mission. Previous efforts to relocate GPO have not been successful due to a variety of factors including the daunting budget score (approximately $400 million) that would be imposed on the annual Legislative Branch Appropriations bill as a result of trying to replicate elsewhere the investment that exists in GPO's infrastructure today.

Print Procurement

(18)   In GPO's FY2017 Budget Justification, approximately 17,600 individual firms are registered to do business with the GPO. In Director Vance-Cook's prepared statement, more than 9,000 individual firms are registered with GPO. Notwithstanding the discrepancy in the number of firms registered, how many individual firms were issued contracts by GPO in FY2016?

Response. A total of 1,302 vendors were awarded small purchase/one time bid contracts or were issued print/work/task orders in FY 2016. A more detailed breakout is listed in the response for Question 19.

(19)   The Committee would like to better understand the volume and scope of printing procured from the private sector. In table format, please provide the Committee statistical data on printing procured from the private sector in FY 2016. The Committee requests the data be broken down by dollar amount: Jobs above $100,000; Jobs between $10,000 and $99,999; Jobs between $3,500 and $9,999; Jobs less than $3,500; and Jobs procured through GPOExpress. For each dollar amount category we also request: The number of jobs procured; Total value of jobs procured; Number of individual firms issued contracts (Please combine subsidiary locations of the same company); and Number of jobs that fell within scope of the FDLP and delivered to the FDLP in printed format.

Response. Categorizing the number of jobs that fell within scope of the FDLP program is not readily available from the database used to compute the numbers listed below. Additionally, we were unable to combine subsidiary locations for the purpose of this analysis, however GPOExpress and the Online Paper Store were each counted as a single vendor.

	Number of Orders	Award Price/Estimate	Number of Unique Vendors*
Less than $3,500	**77,418**	**$ 46,258,577**	**1157**
Print/Work Order	50,617	$ 30,743,972	953
Small Purchase/One Time	9,064	$ 8,419,831	470
GPO Express	17094	$ 6,380,633	1
Online Paper Store	643	$ 714,141	1
Between $3,500 and $9,999	**6,135**	**$ 37,043,855**	**564**
Print/Work Order	4,322	$ 26,228,653	416
Small Purchase/One Time	1,541	$ 9,236,240	255
GPO Express	189	$ 1,006,258	1
Online Paper Store	83	$ 572,703	1

Between $10,000 and $99,999	**3,608**	**$ 101,850,596**	**332**
Print/Work Order	2,284	$ 67,941,953	149
Small Purchase/One Time	1,222	$ 32,340,587	236
GPO Express	21	$ 305,148	1
Online Paper Store	81	$ 1,262,907	1
Greater than $100,000	**361**	**$ 122,564,458**	**66**
Print/Work Order	279	$ 73,820,553	38
Small Purchase/One Time	82	$ 48,743,905	35
Grand Total	**87,522**	**$ 307,717,485**	**1302**

*Unique vendors are totaled for each row and do not subtotal/total as other columns in the chart. The Grand Total for this column serves as the answer to question 18.

(20)   How many employees are directly involved in print procurement? Please list the number and job function including procurement officers and their assistants as well as those in ancillary functions such as purely administrative, billing and accounts receivable. If necessary, use FTE and percentages for ancillary functions.

<u>Response</u>. The following table details the current employee count for staff involved directly in print procurement both at the Central office level and in the 15 GPO regional office locations.

Direct Labor Category	Central	Regional
Proc Tech	6	14
Printing Svc Specialist	19	42
Team/Regional Manager	3	9
Asst. Manager	6	1
Contract Specialist	1	0
Bus. Dev. Specialist	1	0
GPO Express/Online paper	1	0
Chief	1	1
Printing Svc Specialist - Admin	**1**	0
Total	**39**	**67**

The following allotment of FTEs supports the commercial printing procurement process:

<u>Ancillary Function</u>   # of FTEs
Administration   1

Billing	16	
Collection	15.5	
Payables	11.5	
Total	**44**	

(21)   In Director Vance-Cooks' testimony on May 17, 2017, she stated: "I will say to you that, when I looked at all of the members of the Committee to determine exactly how much money you all were getting in your particular states. Last year the entire print procurement revenue was $353 million; $197 million of that came from your particular States." Please provide details on the number of print orders processed through print procurement in all 435 congressional districts and the dollar value of these orders by congressional district. Please keep separate, but include GPOExpress orders.

Response. These values are based on award/estimate values. We are unable to provide this data at the district level.

ALABAMA	TOTAL	**$2,600,519.42**
	Print/Work Order	$743,622.39
	Small Purchase/One Time	$1,483,886.17
	GPO Express	$371,938.36
	Online Paper Store	$1,072.50
ALASKA	TOTAL	**$237,548.15**
	Print/Work Order	$119,096.22
	Small Purchase/One Time	$83,827.84
	GPO Express	$32,288.09
	Online Paper Store	$2,336.00
ARIZONA	TOTAL	**$419,801.87**
	Print/Work Order	$57,854.45
	Small Purchase/One Time	$208,506.91
	GPO Express	$148,004.21
	Online Paper Store	$5,436.30
ARKANSAS	TOTAL	**$121,424.62**
	Print/Work Order	$36,855.84
	Small Purchase/One Time	$56,969.37
	GPO Express	$27,599.41
	Online Paper Store	$0.00
CALIFORNIA	TOTAL	**$14,803,238.21**
	Print/Work Order	$2,219,207.88
	Small Purchase/One Time	$12,038,126.94
	GPO Express	$503,842.69
	Online Paper Store	$42,060.70
COLORADO	TOTAL	**$2,902,631.64**
	Print/Work Order	$1,911,469.97

	Small Purchase/One Time	$740,055.45
	GPO Express	$234,020.28
	Online Paper Store	$17,085.94
CONNECTICUT	**TOTAL**	**$967,476.91**
	Print/Work Order	$754,645.58
	Small Purchase/One Time	$194,227.24
	GPO Express	$14,470.09
	Online Paper Store	$4,134.00
D. C.	**TOTAL**	**$4,786,452.93**
	Print/Work Order	$2,603,444.74
	Small Purchase/One Time	$260,851.00
	GPO Express	$647,295.33
	Online Paper Store	$1,274,861.86
DELAWARE	**TOTAL**	**$630,267.17**
	Print/Work Order	$582,992.47
	Small Purchase/One Time	$39,513.60
	GPO Express	$7,578.30
	Online Paper Store	$182.80
FLORIDA	**TOTAL**	**$6,235,292.75**
	Print/Work Order	$2,662,501.48
	Small Purchase/One Time	$3,404,798.55
	GPO Express	$156,655.62
	Online Paper Store	$11,337.10
GEORGIA	**TOTAL**	**$13,205,679.94**
	Print/Work Order	$12,347,470.23
	Small Purchase/One Time	$728,607.94
	GPO Express	$99,792.97
	Online Paper Store	$29,808.80
GUAM	**TOTAL**	**$350.00**
	Print/Work Order	$350.00
	Small Purchase/One Time	$0.00
	GPO Express	$0.00
	Online Paper Store	$0.00
HAWAII	**TOTAL**	**$375,039.56**
	Print/Work Order	$359,294.46
	Small Purchase/One Time	$7,686.02
	GPO Express	$8,059.08
	Online Paper Store	$0.00
IDAHO	**TOTAL**	**$398,607.47**
	Print/Work Order	$334,455.23

	Small Purchase/One Time	$2,647.00
	GPO Express	$61,505.24
	Online Paper Store	$0.00
ILLINOIS	**TOTAL**	**$7,036,057.49**
	Print/Work Order	$2,953,893.61
	Small Purchase/One Time	$3,855,731.82
	GPO Express	$188,816.06
	Online Paper Store	$37,616.00
INDIANA	**TOTAL**	**$2,077,509.09**
	Print/Work Order	$680,472.92
	Small Purchase/One Time	$1,370,581.17
	GPO Express	$23,221.00
	Online Paper Store	$3,234.00
IOWA	**TOTAL**	**$588,458.84**
	Print/Work Order	$361,412.15
	Small Purchase/One Time	$105,724.87
	GPO Express	$35,111.84
	Online Paper Store	$86,209.98
KANSAS	**TOTAL**	**$1,388,460.64**
	Print/Work Order	$371,627.10
	Small Purchase/One Time	$995,364.10
	GPO Express	$12,289.94
	Online Paper Store	$9,179.50
KENTUCKY	**TOTAL**	**$15,763,269.76**
	Print/Work Order	$4,920,498.49
	Small Purchase/One Time	$10,812,410.33
	GPO Express	$28,287.14
	Online Paper Store	$2,073.80
LOUISIANA	**TOTAL**	**$419,644.06**
	Print/Work Order	$145,611.64
	Small Purchase/One Time	$20,320.46
	GPO Express	$110,316.46
	Online Paper Store	$143,395.50
MAINE	**TOTAL**	**$31,535.01**
	Print/Work Order	$0.00
	Small Purchase/One Time	$0.00
	GPO Express	$8,403.61
	Online Paper Store	$23,131.40
MARYLAND	**TOTAL**	**$49,849,823.21**
	Print/Work Order	$24,824,397.43

	Small Purchase/One Time	$24,659,674.24
	GPO Express	$168,453.54
	Online Paper Store	$197,298.00
MASSACHUSETTS	**TOTAL**	**$2,614,025.01**
	Print/Work Order	$1,246,439.09
	Small Purchase/One Time	$1,261,071.66
	GPO Express	$97,789.26
	Online Paper Store	$8,725.00
MICHIGAN	**TOTAL**	**$8,849,368.14**
	Print/Work Order	$7,138,909.30
	Small Purchase/One Time	$1,508,648.16
	GPO Express	$83,373.88
	Online Paper Store	$118,436.80
MINNESOTA	**TOTAL**	**$2,648,907.51**
	Print/Work Order	$1,760,789.38
	Small Purchase/One Time	$748,627.54
	GPO Express	$136,184.89
	Online Paper Store	$3,305.70
MISSISSIPPI	**TOTAL**	**$300,927.95**
	Print/Work Order	$241,942.63
	Small Purchase/One Time	$39,801.31
	GPO Express	$18,281.51
	Online Paper Store	$902.50
MISSOURI	**TOTAL**	**$12,101,441.37**
	Print/Work Order	$10,652,769.03
	Small Purchase/One Time	$1,272,244.00
	GPO Express	$168,186.34
	Online Paper Store	$8,242.00
MONTANA	**TOTAL**	**$176,608.02**
	Print/Work Order	$130,458.21
	Small Purchase/One Time	$940.00
	GPO Express	$45,209.81
	Online Paper Store	$0.00
NEBRASKA	**TOTAL**	**$470,394.62**
	Print/Work Order	$167,480.45
	Small Purchase/One Time	$144,339.88
	GPO Express	$156,962.29
	Online Paper Store	$1,612.00
NEVADA	**TOTAL**	**$1,917,159.43**
	Print/Work Order	$685,410.98

	Small Purchase/One Time	$1,211,745.67
	GPO Express	$19,573.78
	Online Paper Store	$429.00
NEW HAMPSHIRE	**TOTAL**	**$157,124.54**
	Print/Work Order	$26,157.60
	Small Purchase/One Time	$123,164.50
	GPO Express	$6,887.24
	Online Paper Store	$915.20
NEW JERSEY	**TOTAL**	**$6,278,877.31**
	Print/Work Order	$886,444.59
	Small Purchase/One Time	$5,361,414.60
	GPO Express	$23,878.12
	Online Paper Store	$7,140.00
NEW MEXICO	**TOTAL**	**$1,881,231.31**
	Print/Work Order	$1,119,942.89
	Small Purchase/One Time	$375,308.96
	GPO Express	$383,918.66
	Online Paper Store	$2,060.80
NEW YORK	**TOTAL**	**$6,751,660.98**
	Print/Work Order	$2,646,886.78
	Small Purchase/One Time	$3,852,086.76
	GPO Express	$198,463.44
	Online Paper Store	$54,224.00
NORTH CAROLINA	**TOTAL**	**$8,381,544.69**
	Print/Work Order	$8,183,536.69
	Small Purchase/One Time	$126,120.01
	GPO Express	$61,028.55
	Online Paper Store	$10,859.44
NORTH DAKOTA	**TOTAL**	**$51,162.26**
	Print/Work Order	$41,771.51
	Small Purchase/One Time	$5,797.00
	GPO Express	$2,718.45
	Online Paper Store	$875.30
OHIO	**TOTAL**	**$9,900,817.86**
	Print/Work Order	$6,366,485.98
	Small Purchase/One Time	$3,358,825.23
	GPO Express	$166,552.75
	Online Paper Store	$8,953.90
OKLAHOMA	**TOTAL**	**$350,867.77**
	Print/Work Order	$72,608.26

	Small Purchase/One Time	$2,861.30
	GPO Express	$271,809.21
	Online Paper Store	$3,589.00
OREGON	**TOTAL**	**$2,335,242.83**
	Print/Work Order	$1,125,737.68
	Small Purchase/One Time	$1,169,447.97
	GPO Express	$36,917.18
	Online Paper Store	$3,140.00
PENNSYLVANIA	**TOTAL**	**$65,753,756.77**
	Print/Work Order	$61,558,708.17
	Small Purchase/One Time	$4,058,806.98
	GPO Express	$112,060.52
	Online Paper Store	$24,181.10
PUERTO RICO	**TOTAL**	**$10,706.28**
	Print/Work Order	$10,706.28
	Small Purchase/One Time	$0.00
	GPO Express	$0.00
	Online Paper Store	$0.00
RHODE ISLAND	**TOTAL**	**$49,689.96**
	Print/Work Order	$12,618.50
	Small Purchase/One Time	$3,821.00
	GPO Express	$32,778.56
	Online Paper Store	$471.90
SOUTH CAROLINA	**TOTAL**	**$3,210,125.90**
	Print/Work Order	$2,062,834.19
	Small Purchase/One Time	$1,086,490.12
	GPO Express	$55,644.39
	Online Paper Store	$5,157.20
SOUTH DAKOTA	**TOTAL**	**$63,016.72**
	Print/Work Order	$13,607.52
	Small Purchase/One Time	$41,599.33
	GPO Express	$7,809.87
	Online Paper Store	$0.00
TENNESSEE	**TOTAL**	**$1,762,865.09**
	Print/Work Order	$364,108.62
	Small Purchase/One Time	$143,595.43
	GPO Express	$1,035,359.14
	Online Paper Store	$219,801.90
TEXAS	**TOTAL**	**$5,935,966.62**
	Print/Work Order	$3,145,706.38

	Small Purchase/One Time	$2,429,531.33
	GPO Express	$316,478.11
	Online Paper Store	$44,250.80
UTAH	**TOTAL**	**$4,640,437.39**
	Print/Work Order	$2,595,030.74
	Small Purchase/One Time	$2,003,508.49
	GPO Express	$41,898.16
	Online Paper Store	$0.00
VERMONT	**TOTAL**	**$21,247.70**
	Print/Work Order	$3,891.16
	Small Purchase/One Time	$0.00
	GPO Express	$17,356.54
	Online Paper Store	$0.00
VIRGINIA	**TOTAL**	**$27,853,666.30**
	Print/Work Order	$25,427,997.14
	Small Purchase/One Time	$1,187,142.26
	GPO Express	$1,123,920.85
	Online Paper Store	$114,606.05
WASHINGTON	**TOTAL**	**$1,443,195.93**
	Print/Work Order	$1,089,515.63
	Small Purchase/One Time	$256,047.00
	GPO Express	$87,700.70
	Online Paper Store	$9,932.60
WEST VIRGINIA	**TOTAL**	**$76,390.83**
	Print/Work Order	$17,983.07
	Small Purchase/One Time	$23,400.00
	GPO Express	$34,793.26
	Online Paper Store	$214.50
WISCONSIN	**TOTAL**	**$2,431,579.33**
	Print/Work Order	$1,787,509.77
	Small Purchase/One Time	$595,186.71
	GPO Express	$41,612.85
	Online Paper Store	$7,270.00
WYOMING	**TOTAL**	**$19,382.68**
	Print/Work Order	$547.10
	Small Purchase/One Time	$0.00
	GPO Express	$18,835.58
	Online Paper Store	$0.00

Note: The data in question 21 are based on a static report that was generated at an earlier point in time where orders were received in FY2016, but not yet awarded, resulting in lower total numbers in the state breakout for question 21 than question 19.

(22)   In Director Vance-Cooks' testimony on May 17, 2017, she stated: "Every now and then, we have what is called filler work, and we might take one of the Customer Services work, some of that might go into the plant. But it is insignificant in comparison to what we do."

a)   Please list and describe all work which could have been procured from the private sector but has been insourced as "filler" work to the GPO plant in the past ten years. Please include the amount charged to the Agency customer.

Response. The requested information follows (see attachment **CHA QFR 22, Tab 4**). Jacket numbers in the far left column are all in 6 digits, indicating the work was for Federal agencies.

The ability to transfer additional work inside when operations are otherwise underutilized due to scheduling for congressional or other essential in-plant work is essential to workload balancing. Over the period FY 2007-16, the value of this work peaked in FY 2010 at $10.3 million, representing 6% of Plant revenues. In FY 2016, the value was $1.9 million, or 1% of Plant revenues.

b)   Was this work charged at a rate comparable to what it would have cost in the private sector?

Response. Yes. This work is only produced in the Plant if the price is comparable to procured pricing. When possible, direct comparisons are made to previous pricing for similar products. All work receives a price approval from the customer prior to the beginning of the production process.

c)   Did the charges cover the full direct and indirect costs incurred by GPO to produce the work?

Response. The charges cover the direct expenses incurred by GPO. Any additional revenue generated by this process helps support GPO's mission with the need for additional congressional funding.

(23)   In Director Vance-Cooks' testimony on May 17, 2017, she mentioned GPO introducing an automated print procurement system called DASH.

a)   Will this new system fully integrate with GPO's financial systems? Please explain.

Response. DASH stands for Digital Acquisitions Support Hub. The overall purpose of this program is to modernize GPO's business processes and systems used for conducting and managing the print procurement ordering process. This includes the ability to exchange data between the GPO printing procurement and financial systems. The extent of the integration is unknown at this point. Customer Services is working closely with IT and the Office of Finance to further define technical and business requirements and existing system capabilities.

b)   Will this new system allow Agency printing officers to directly input printing requirements? Please explain.

Response. Included in the system modernization effort will be customer access to a secure, end-to-end print procurement process from online order submission to vendor payment and customer billing.

**c)	How will this new system impact chargebacks for printing work performed or procured by GPO? Please explain.**

Response. The modernized systems will provide an electronic transfer of ordering information that will ensure that order and billing information are valid, accurate, and consistently provided as a condition for processing the request. As a result, GPO expects to see an even greater reduction in the number of chargebacks. (As former Public Printer William Boarman reported to the Committee in June 2011, the problem of chargebacks – outstanding funds owed to GPO – had gone unresolved for several years. In March 2011 total chargebacks were $28.1 million. See Committee on House Administration, Subcommittee on Oversight, "GPO – Issues and Challenges: How Will GPO Transition to the Future?" hearing, May 11, 2011; available at https://www.govinfo.gov/content/pkg/CHRG-112hhrg67450/pdf/CHRG-112hhrg67450.pdf, p. 193. In 2011 GPO implemented a concerted effort to reduce chargebacks and today they are $2.2 million.) Should chargebacks occur, there will be less administrative burden and human intervention required in their resolution as the system provides a record for both the customer and GPO to reference in identifying and resolving their cause.

**d)	Will this new system reduce the number of employees needed to procure printing from the private sector? Please provide details on why or why not.**

Response. The number of GPO employees providing print procurement services has declined in the past 5 years due to attrition (including buyouts) and reorganization. Modernizing the GPO printing procurement systems will make the procurement process more efficient specifically in the area of data entry. As a result, the number of employees needed to procure printing will decrease over time. During the period of process and workflow improvements management will have the opportunity to analyze staffing utilization and make informed decisions on future staffing needs. Changes could come in the form of staff reductions or the retraining of staff to satisfy or improve processes in other procurement-related areas.

Employees

**(24)	When testifying before this Committee on December 4, 2013, then Public Printer Vance-Cooks stated: "I can say that because we are engaged in a digital transformation, the skill set will change. The skill sets will be a mix of production, digital production. We will be looking for people who are experienced in digital production, digital management, and digital product development." Please provide a roster of every new hire at GPO from December 2014 through present, indicating the title, position, pay plan, series, grade, step, annual salary, cost code and indicating whether the position falls into one or more of the categories outline by Director Vance-Cooks: digital production, digital management or digital product development. For those new hires that fall into one of the three categories, please also include a copy of the vacancy announcement and position description. Please remove or mask any personally identifiable information including but not limited to name, SSN, etc.**

Response. GPO's ongoing transformation from a print-centric to a content-centric organization is requiring increased investment in employees with digital production, digital management, and digital product experience and skills, both through hiring and through training. GPO's focus on these skills mirrors past efforts to "supplement the skills of existing GPO employees as required by recruiting new employees with specialized education in physics, mathematics, electrical and computer engineering, nanotechnology, chemistry, computer chip design and fabrication and computer security…" (See GPO, A Strategic Vision for the 21st Century, December 2004, p. 2). At the same time, GPO requires employees with broad range of experience and skills to carry out essential operations. Hires since December 2014 have reflected this mix of experience and skills.

The requested information follows (see attachment **CHA QFR 24, Tab 5a-5f**). It shows that GPO had 328 hire since December 2014. Excluding 48 summer interns and general administrative trainees, 139 of these hires—or 50%--were associated with "digital production, digital management, or digital product development."

In addition, it should be noted that for several years, announcements for jobs at GPO have included some variation of this language:

> **Come be a part of one of the largest digital information facilities in the world!**
>
> **Established by Congress in 1861, GPO is transforming itself as an agency and as a business. We provide other agencies with innovative services for the printing, publishing, storage, and distribution of digital content. The public will enjoy permanent access to digital government information, acquiring it quickly, easily, and with confidence in its authenticity. GPO employees are proud of their abilities and passionate about their craft. Whether your expertise is in putting ink on paper, commanding a digital output system, or engineering the delivery of information online, we'd like to talk to you.**

Irrespective of the technical language in specific GPO job announcements and position descriptions, employees throughout GPO's business units contribute to GPO's transformation whether they are acquiring the supplies and materials we need; accounting for the funds we use; operating our IT systems; constructing facilities to house next generation passport operations; securing and protecting our staff and buildings; producing, procuring, and disseminating the information products and services needed by Congress, Federal agencies, and the public; or performing the wide range of other functions that are necessary to the conduct of GPO operations. All of these functions are important to carrying out GPO's mission and the success of the agency's ongoing transformation.

(25)   In Director Vance-Cooks' testimony, she stated that the skills mix of the employees has shifted from blue collar to white collar. Using a GPO organizational chart and GPO Staffing Information table at least as detailed as submitted to the Committee in January 2017, please provide a breakdown of blue collar and white collar employees in each organizational box and by grade. Within the revenue generating business units (including Official Journals of Government and Library Services and Content Management), please further delineate the number direct "revenue-producing" employees versus those in a predominately administrative or support function.

Response. The requested information follows (see attachment **CHA QFR 25, Tab 6**).

(26) Using a GPO organizational chart and GPO Staffing Information table at least as detailed as submitted to the Committee in January 2017, please provide a breakdown of employees who are included in "overhead" calculations used to determine the page rates for Congress.

Response. The following table is a breakdown of employees in overhead areas who are included in "overhead" calculations used to determine the page rates, and all other rates, for Congress and agency customers. Section 309 (b) (1) of Title 44, requires that the Business Operations Revolving Fund shall be reimbursed "…at rates which include charges for overhead…"

	Employees
Acquisitions	19
Administrative Services	15
Equal Employment Opportunity	7
Executive Offices	8
Finance and Administration	105
General Counsel	12
Human Capital	38
Information Technology	87
Inspector General	16
Office of Communications	12
Facilities	180
Programs, Strategy and Technology	17
Security	59

(27) For calendar year 2016, please provide a roster of employees with title, position, pay plan, series, grade, step, annual salary, cost code and actual W-2 earnings (including bonuses, overtime etc.) reported to the IRS sorted by descending W-2 earnings (highest to lowest). Please remove or mask any personally identifiable information including but not limited to name, SSN etc.

Response. The requested information follows (see attachment **CHA QFR 27, Tab 7**). The data shows that $148.8 million was paid in FY 2016, as measured by the total value of all W-2 earnings, as compared with $189.3 million in calendar year 2010.

(28) The use and misuse of administrative leave by Federal agencies has been an issue gathering attention in Congress. For calendar years 2007 to present, please provide data on the use of administrative leave by GPO. For each year, please provide the number of employees on administrative leave each year, how many hours of administrative leave were granted each year and the purposes of the administrative leave. For any employee on administrative leave for more than one month, please provide further details indicating the title, position, pay plan, series, grade, step, annual salary, cost code and purpose of leave. Please remove or mask any personally identifiable information including but not limited to name, SSN etc.

Response. The requested information follows (see attachment **CHA QFR 28, Tab 8**). The vast majority of administrative leave is used by employees affected by agency-wide events, such as office closures due to inclement weather. Additionally, office closures due to weather have decreased dramatically due to use of telework.

Appropriations: Congressional Publishing; Public Information Programs of the Superintendent of Documents; and the GPO Revolving Fund

(29)   In her prepared statement to the Committee on February 6, 2017, Director Vance-Cooks stated "among the challenges facing GPO are two key areas: cybersecurity and the continued presence of agency printing plants that reduce work available for private sector production through GPO's print procurement program." Further, Director Vance-Cooks stated "multiple studies have shown that it is more cost-effective for agencies and the taxpayer to contract out printing that it is deemed to be procurable (i.e., printing not immediately required for agency use or otherwise not sensitive or classified) than it is to produce in agency printing plants." Given that GPO is Congress' in-house printing plant, wouldn't the same hold true for Congressional publications? Please explain.

Response. The Director's statement concerned potentially procurable work being performed in agency plants and the findings of previous studies, none of which concerned congressional publications.

As noted above, during the mid-1990s, Congress considered legislative proposals to privatize congressional printing but, following testimony by GPO and others, declined to agree to any of them (see for example https://www.gpo.gov/pdfs/congressional/testimony/legislation-aug95.pdf). In part this is because Congress "was not well served," in the words of one observer, during the years it relied on private sources for the materials necessary to the conduct of its constitutional legislative functions (1789-1860). (see https://www.gpo.gov/fdsys/pkg/GPO-KEEPINGAMERICAINFORMED-2016/pdf/GPO-KEEPINGAMERICAINFORMED-2016.pdf pp. 3-7).

Today, GPO provides Congress with expedited printing and digital information services, including essential overnight services, from secure local facilities that are dedicated to congressional product requirements. The management of these services is tied directly to the needs of congressional leadership via the offices of the Clerk of the House of Representatives and the Secretary of the Senate as well as the leadership of both House and Senate committees. While GPO works with Congress in using procurement mechanisms for some congressional publications (such as *Women in Congress*, *Hispanic Americans in Congress*, etc.), Congress otherwise depends on GPO's in-plant capabilities for the documents and other publications that are essential to conduct of legislative business.

As GPO has pointed out previously, Congress would need to consider a variety of issues attending privatization of its printing and digital information requirements, including security, production capabilities, delivery guarantees, rapidly changing congressional schedules, familiarity with congressional requirements, changes in funding and staffing requirements for GPO, the disposition of GPO's plant infrastructure, and providing for transparency and public access to congressional information.

GPO has demonstrated that through its use of technology the constant economic cost of congressional printing has fallen by more than 70% over the past generation, yielding significant savings for the taxpayers. Appropriations for Congressional Publishing alone have been flat since FY 2014, and have been requested at the continuing flat level for FY 2018, a period of stability that is unprecedented for GPO which represents a reduction of 5% in constant dollar terms over the period FY 2014-2017 (see https://www.gpo.gov/pdfs/congressional/Budget_Justification_2018.pdf). At the same time, GPO's information dissemination capabilities have exponentially increased public access to congressional and other Government information, all via a secure and accountable resource under the direct control of Congress. As congressional printing requirements continue to change, GPO represents a valuable resource to Congress in the development and implementation of new congressional information models, including composition in XML, bulk data downloads of congressional bill information in XML, the application of United States Legislative Markup (USLM) language to congressional documents, and related measures. Proposals to privatize congressional printing and information products would need to be evaluated against this record of capability and achievement.

(30)   Please provide a table for all orders charged against the CP&B appropriation during the 114th Congress including the title, source (i.e. Committee Name, Clerk, Secretary, etc.), quantity and total amount charged against the appropriation by GPO. Please also identify the best procurement vehicle (GPOExpress, Simplified Purchase Agreement, Term Contract, Small Purchase or One Time Bid) that could be used to procure each order from the private sector through GPO.

Response. The requested information on House of Representative orders charged to the Congressional Publishing Appropriation for the 114th Congress to date follows (see attachment **CHA QFR 30, Tab 9**).

The prospect of procuring congressional work includes an array of special challenges such as supporting the legislative process, short deadlines and variable schedules, delivery and distribution, data management to support interfaces between systems both at GPO and the Library of Congress, security, and COOP. Without significant consultation and negotiation with the ordering entities, as well as an analysis of the print procurement market to determine industry capabilities to handle the requirements for congressional work and develop estimated costs, we are unable to identify "the best procurement vehicle…that could be used to procure each order from the private sector through GPO."

Additionally, depending on the extent to which it is implemented, the commercial procurement of House legislative product requirements would have several impacts on GPO. Staffing requirements would need to be restructured based on a revised product and services mix. The efficiency and efficacy of investments in equipment, space, and other assets supporting Plant production operations would need to be reevaluated in relation to changed workload requirements. Fixed and overhead costs that are unavoidable would have to be allocated over a revised direct-cost base throughout GPO, which would significantly impact the costs requiring reimbursement for the mix of products and services required by GPO customers. All of these changes would have significant impacts on funding requirements both for Plant Production and other GPO business operations.

(31)   In GPO's monthly Contribution Margin Summary provided to the Committee, where do charges against each appropriation fall? Plant Operations? Official Journals of Government? Overhead? Please provide a revised document (using the same format and including all of the

same information plus revenue from and expenses against GPO's three appropriations) for FY2015, FY2016 and FY2017 to date.

Response. The requested information follows (see attachment **CHA QFR 31, Tab 10**).

(32)   GPO has maintained a capability for overnight congressional publication. With recent changes to House Rules is this needed?

Response. We are not aware of any recent changes to the House Rules that would eliminate the requirement for overnight printing and delivery of the *Congressional Record*, House Calendar, and House bills, resolutions, and committee reports placed on the 9 a.m. list that the Clerk of the House sends to GPO when Congress is in session.

During the 112th Congress, we understand there was a change to the House Rules to accept the time of posting legislation online as the time to begin counting the layover time for consideration of legislation on the floor (see attachment **CHA QFR 32, Tab 11**). However, that did not eliminate the requirement for overnight delivery of printed copies of legislation designated by the Clerk of the House. Additionally, the House is still required to print a daily Calendar and the *Congressional Record* which are delivered overnight.

Several House committees have requirements for overnight printing, including the House Committee on Appropriations and the House Committee on Rules, for committee print bills and reports needed for committee markup.

(33)   What is the cost surcharge of such urgent printing versus printing that is produced days later?

Response. The surcharge, which has been in place since 1997, is 35% and is designed to cover the costs of nightshift premium and production overtime. The production nightshift has been established to fulfill the overnight publishing needs of Congress, while overtime is employed occasionally to meet peak workload demands. When rush delivery is not required, publications are not surcharged. These include, for example, the permanent Congressional Record, Serial Sets, Statutes at Large, and the House Journal. GPO's Director is authorized to establish reimbursable rates at Section 309(b), Title 44, "The [Business Operations Revolving] fund shall be reimbursed for the cost of all services and supplies furnished…at rates which include charges for overhead and related expenses, depreciation of plant and building appurtenances…"

(34)   GPO has different page rates for different products it produces for Congress.

(a)   How is the page rate calculated? Please provide the formula used to create the page rate for each product.

Response. GPO has established different product codes and page rates for the Congressional Record, Hearings, and Calendars of Business (House & Senate). GPO takes the production costs associated with the specific product code divided by total number of printed pages for that product code. GPO uses the same formula and approach for each Congressional product billed at a page rate: Total Production Costs by Product / Total Number of Printed Pages by Product = Product Page Rate

(b) **Is the formula constant from year to year? If not, please include the formula from FY2010 to FY2017.**

Response. The formula GPO uses to calculate the page rates from FY 2010 to FY 2017 has been consistent. In some years, GPO has increased the established page rates to adjust for mandatory pay and price-level increases based on the budget.   Note: The Calendars of Business page rate (House & Senate) were established in FY 2013, and are recalculated every two (2) years to coincide with the Congressional cycle.

(c) **What other customers are charged a page rate for products?**

Response. GPO provides page rates for all agencies for certain products.

(d) **What are those products?**

Response. The Federal Register and the Code of Federal Regulations.

(e) **How is the page calculated for those products? Please provide the formula used to create the page rate for each of those products.**

Response. GPO uses the same product coding process and formula as used with congressional products.

(f) **Is the formula constant from year to year? If not, please include the formula from FY2010 to FY2017.**

Response. The formula that GPO uses to calculate the page rate from FY 2010 to FY 2017 has been consistent.

(35) **If the page rate for certain Congressional products includes a surcharge for employee overtime, are the employees earning overtime pay for the full amount Congress is being charged?**

Response. The page rate includes employee overtime costs if incurred during the production of the congressional product. However, the surcharge (as stated in response to QFR No. 33) also includes the costs to maintain 24-hour of coverage and includes nightshift premium.

(36) **In response to Question 1 following the Committee's February 6, 2017 hearing Director Vance-Cooks stated: "Hearings are billed at one of three page rates . . . depending on the method of copy submission: digital $65, camera-ready copy $69, and manuscript $113. After overhead, the balance of these rates are divided between prepress costs and printing and binding costs. For digital submission, the prepress costs are just 32%, while they are 40% for camera-ready copy and 60% for manuscript, which requires the most work by GPO. Please provide a workflow diagram of the steps required to process each type of copy submission. If possible, please use a single workflow delineating the differences between the three types of copy submission.**

Response. The requested information follows (under attachment **CHA QFR 36, Tab 12a and CHA QFR Tab 12b**).

(37)   For FY2011 through FY2017, please prepare a table identifying any Legislative Branch Appropriations Report Language concerning GPO. The table should include: the report title, specific language used, and the status of each provision.

Response. The following shows language specific to GPO in House Appropriations Committee reports for FY 2011-2017 (excluding language general to all legislative branch agencies and descriptions of appropriations accounts).

House Report 111-   (Legislative Branch Appropriations for FY 2011; 2010, none filed.)

House Report 112-148 (Legislative Branch Appropriations for FY 2012; 2011)
https://www.govinfo.gov/content/pkg/CRPT-112hrpt148/pdf/CRPT-112hrpt148.pdf

    "The Committee has some concern about the future of the GPO as a viable printing operation for the Federal Government. The GPO currently contracts out, to small and medium size print operations, more than 90 percent of its annual printing requisitions, most of which are from the Executive Branch. The balance comes from printing for the Congress and a few small jobs for the Executive Branch, such as the President's Annual Budget. The Committee believes that a study is needed to review the feasibility of Executive Branch printing being performed by the General Services Administration, the transfer of the Superintendent of Documents program to the Library of Congress, and the privatization of the GPO. Therefore, the Committee directs the Government Accountability Office to conduct a study on these three options and report its findings to the Committee on Appropriations of the House and Senate no later than January 31, 2012." (p. 25).

Status: Conference language directed the Congressional Research Service to contract with the National Academy of Public Administration to conduct a study of GPO's operations. The Academy's final report, *Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, was released in January 2013. For information on the Academy's report, see the response to QFR #6 above.

    "The Committee has recommended changes for the publication of the Congressional Record Index and printing for the Architect of the Capitol, and commends the GPO for undertaking a survey of House offices and committees to provide Members and staff with the ability to opt out of receiving copies of the daily Congressional Record. These actions will reduce the charges against this account. However, additional efforts by the House to reduce its printing requirements, either through further changes in the way the House conducts its business or by revising the relevant provisions of the public printing and documents statutes of Title 44, United States Code, will be required to reduce the volume of congressional printing within the limits of the recommended funding. Otherwise, a shortfall in the Congressional Printing and Binding account is likely to be incurred in the current fiscal year, for which Congress will be obligated to reimburse the GPO in a subsequent appropriation." (p. 26).

Status: Approved funding for GPO's Congressional Publishing Appropriation has been flat since FY 2014; GPO has requested flat funding again for FY 2018. There has been no shortfall in the Congressional Publishing Appropriation funding since 2008.

    "The Committee is aware that GPO currently has more than 100,000 square feet of vacant available space within the GPO complex. The Committee encourages the GPO to explore the possibility of a lease agreement for this space with other Federal Government agencies. The Committee believes

that a revenue stream of this nature could be used for the FDsys and the GPO Business Information System." (p. 27).

Status: We are currently leasing about 111,300 sq ft of storage, industrial, and office space, plus some parking spaces, to the Architect of the Capitol, the U.S. Capitol Police, the Senate Sergeant at Arms, the U.S. Commission on International Religious Freedom, and the Office of the Federal Register, representing about 15% of our usable space. Additionally, we have commitments to lease 55,000 sq ft of space, in GPO Buildings A and D, to the National Archives and Records Administration, for construction and housing of NARA's congressional legislative archives. Currently, the annual income is approximately $2.6 million. That will increase once the NARA legislative archives is in place. The income helps to defray our building expenses.

House Report 112-511 (Legislative Branch Appropriations for FY 2013; 2012)
https://www.govinfo.gov/content/pkg/CRPT-112hrpt511/pdf/CRPT-112hrpt511.pdf

"During the hearings this year, the Committee heard testimony on the dissemination of congressional information products in Extensible Markup Language (XML) format. XML permits data to be reused and repurposed not only for print output but for conversion into ebooks, mobile web applications, and other forms of content delivery including data mashups and other analytical tools. The Committee has heard requests for the increased dissemination of congressional information via bulk data download from non-governmental groups supporting openness and transparency in the legislative process. While sharing these goals, the Committee is also concerned that Congress maintains the ability to ensure that its legislative data files remain intact and a trusted source once they are removed from the Government's domain to private sites.

"The GPO currently ensures the authenticity of the congressional information it disseminates to the public through its Federal Digital System and the Library Congress's THOMAS system by the use of digital signature technology applied to the Portable Document Format (PDF) version of the document, which matches the printed document. The use of this technology attests that the digital version of the document has not been altered since it was authenticated and disseminated by GPO. At this time, only PDF files can be digitally signed in native format for authentication purposes. There currently is no comparable technology for the application and verification of digital signatures on XML documents. While the GPO currently provides bulk data access to information products of the Office of the Federal Register, the limitations on the authenticity and integrity of those data files are clearly spelled out in the user guide that accompanies those files on GPO's Federal Digital System.

"The GPO and Congress are moving toward the use of XML as the data standard for legislative information. The House and Senate are creating bills in XML format and are moving toward creating other congressional documents in XML for input to the GPO. At this point, however, the challenge of authenticating downloads of bulk data legislative data files in XML remains unresolved, and there continues to be a range of associated questions and issues: Which Legislative Branch agency would be the provider of bulk data downloads of legislative information in XML, and how would this service be authorized. How would ''House'' information be differentiated from ''Senate'' information for the purposes of bulk data downloads in XML? What would be the impact of bulk downloads of legislative data in XML on the timeliness and authoritativeness of congressional information? What would be the estimated timeline for the development of a system of authentication for bulk data downloads of legislative information in XML? What are the projected budgetary impacts of system development and implementation, including potential costs for support that may be required by third party users of legislative bulk data sets in XML, as well as any indirect costs, such as potential requirements for

Congress to confirm or invalidate third party analyses of legislative data based on bulk downloads in XML? Are there other data models or alternative that can enhance congressional openness and transparency without relying on bulk data downloads in XML?

"The Committee directs the establishment of a task force composed of staff representatives of the Library of Congress, the Congressional Research Service, the Clerk of the House, the Government Printing Office, and such other congressional offices as may be necessary, to examine these and any additional issues it considers relevant and to report back to the Committee on Appropriations of the House and Senate." (pp. 17-18).

Status: The Legislative Branch Bulk Data Task Force subsequently was established. Through participation in this Task Force, the GPO worked with the Congressional Research Service of the Library of Congress, as authorized by the Chairman of the House Legislative Branch Appropriations Subcommittee, to provide bulk data access in XML to congressional bills, bill summaries, and bill status information, drawing praise from various legislative openness and transparency advocates (see, for example, congressionaldata.org/congress-poised-for-leap-to-open-up-legislative-data/; and fiercegovernmentit.com/story/bill-statuses-xml-coming-early-2016-says-congress/2015-12-17). Currently, through the Task Force, and as authorized by the Chairman of the House Legislative Branch Appropriations Subcommittee, GPO is working with the Office of the Clerk of the House to develop and implement United States Legislative Markup (USLM) to specified congressional information products.

House Report 113-173 (Legislative Branch Appropriations for FY 2014; 2013)
https://www.govinfo.gov/content/pkg/CRPT-113hrpt173/pdf/CRPT-113hrpt173.pdf

House Report 113-417 (Legislative Branch Appropriations for FY 2015; 2014)
https://www.govinfo.gov/content/pkg/CRPT-113hrpt417/pdf/CRPT-113hrpt417.pdf

House Report 114-110 (Legislative Branch Appropriations for FY 2016; 2015)
https://www.govinfo.gov/content/pkg/CRPT-114hrpt110/pdf/CRPT-114hrpt110.pdf

"*Cloud Technology.*—In late 2014 the Government Publishing Office began moving the agency's internal email system to the cloud. The GPO reported that this would simplify the agency's IT infrastructure, gain greater functionality, and enable faster upgrades for future enhancements. The Committee applauds the GPO on this effort. With the potential for faster service and financial savings the Committee directs that all agencies consider such a change within their individual IT operations, not only for internal mail, but also other IT applications." (p. 3).

House Report 114-594 (Legislative Branch Appropriations for FY 2017; 2016)
https://www.govinfo.gov/content/pkg/CRPT-114hrpt594/pdf/CRPT-114hrpt594.pdf

"The Committee commends GPO for its continuing use of digital technology to support the information requirements of Congress, including support for the development of the Constitution, Jefferson's Manual, and the Rules of the House of Representatives in XML format; the introduction of a new website, govinfo, for providing permanent access to public documents including congressional information; and the agency's ongoing work to digitize all issues of the Congressional Record dating back to its introduction in 1873. GPO's skilled use of digital technology has allowed the agency to constrain the costs of its operations while expanding Government information access options to the

American people, bringing greater openness and transparency to the operations of the Government and Congress." (p. 19).

Cybersecurity

(38)   In her prepared statement to the Committee on February 6, 2017, Director Vance-Cooks stated, "among the challenges facing GPO are two key areas: cybersecurity and the continued presence of agency printing plants that reduce work available for private sector production through GPO's print procurement program."

(a)   What GPO resources are involved in cybersecurity?

Response. The primary resources directly involved in cybersecurity at GPO are in the IT Security Division office in IT. These involve GPO government full time personnel, onsite full time contractor personnel and contracted services for security and system monitoring and alert notification/response activities. In addition, certain GPO IT Operations Division personnel are indirectly involved in cybersecurity, in terms of system administration and configuration tasks, supporting incident response and remediation activities under the direction and coordination of IT Security, and account administration tasks for certain GPO systems. As a general matter, all personnel and users at GPO have some indirect involvement and responsibility with respect to cybersecurity, in that all users are subject to potential Phishing exposures and are provided training and exercises related to Phishing emails and how to recognize as well as respond to them, and overall mandatory IT security awareness training.

(b)   In GPO's annual spending plan approved for FY2017 on November 28, 2016, please delineate specific line items requested in Tables 1-5 that are directly related to cybersecurity.

Response. The following Table 2 item for FY2017 is directly to cybersecurity:

Table	Number	Description	Amount	Remarks
2	59	Security Enhancements for Advanced Persistent Threat	1,900,000	IT security investments to improved prevention and detection capabilities that combat security threats to GPO. FY17 Revolving Fund appropriate request for 1,900,000.

(39)   How many employees are directly involved in cybersecurity? In table format, please delineate organization, position, grade, cost code, percent of time devoted explicitly to GPO's cybersecurity efforts and specific language used in their approved position description describing their cybersecurity activity or responsibility.

Response. The information follows.

Organization	Position	Grade	Cost Code	% of time Devoted Explicitly to GPO Cybersecurity activity	Language in Position Description
IT, IT Security Division	Supervisory IT Specialist (INFOSEC)	15	0750	100	All duties in PD reference security duties.
IT, IT Security Division	IT Specialist (INFOSEC)	14	0750	100	All duties in PD reference security duties.
IT, IT Security Division	IT Specialist (INFOSEC)	14	0750	100	All duties in PD reference security duties.
IT, IT Security Division	IT Specialist (OS/Network)	14	0750	100	"Manages accounts, network rights and access to systems. Ensures the rigorous application of information security information assurance policies, principles and practices in the delivery of network services."
IT, IT Security Division	IT Security Specialist (INFOSEC)	13	0750	100	All duties in PD reference security duties.
IT, IT Operations Division	Supervisory IT Specialist (IT Ops.)	15	0711	15	Ensure all aspects of IT Operation's security measures are regularly monitored and applied
IT, IT Operations Division	Supervisory IT Specialist (IT Ops. Ent. Serv. Br)	14	0711	60	Secure GPO Ent. Active Directory, Ring 0 & 1 requirements are met. Manage SCCM operations to ensure monthly security patches are applied to all server and workstations GPO wide.
IT, IT Operations Division	Supervisory IT Specialist (IT Ops. Infra. Serv. Br. ISB.)	14	0711	25	Ensure GPO Enterprise Server farm at ACF and HQ data centers fully patched and physically secured.
IT, IT Operations Division	Supervisory IT Specialist (IT Ops, NTB)	14	0711	25	Ensure entire GPO LAN/WAN and VPN infrastructure are fully patched at the OS and recommended configuration per GPO IT Security.
IT, IT Operations Division	IT Specialist (IT Ops, OS/Server Admin)	13	0711	50	Apply vendor recommended security updates on monthly basis to the GPO server farms at ACF and HQ comprises of over 500 serves. Ensure server both server infrastructure are fully patched at the OS and recommended configuration per GPO IT Security.
IT, IT Operations Division	IT Specialist (IT Ops LAN/WAN/Switching/Routing Infrastructure)	14	0711	50	Test and apply security patches to entire GPO LAN/WAN and related infrastructure as recommended by GPO IT Security.

Organization	Position	Grade	Cost Code	% of time Devoted Explicitly to GPO Cybersecurity activity	Language in Position Description
IT, IT Operations Division	IT Specialist (IT Ops, Firewall/VPN/Remote access)	14	0711	50	Test and apply security patches to the GPO Firewall and VPN infrastructure as recommended by GPO IT Security
IT, IT Operations Division	IT Specialist (IT Ops, Secure File Transport Infrastructure)	13	0711	50	Ensure the secure file transfer infrastructure is 100% patched and updated per recommendation by GPO IT Security
IT, IT Operations Division	Supervisory IT Specialist (IT Ops, Customer Service)	14	0711	25	Ensure security threat originating at the GPO user workstations/OS/Emails/Virus threats are immediately handled per GPO IT Security recommendations

In addition to full time government personnel listed above, IT Security contracts for five (5) full time onsite contractor specialists (FTE's), which correlate to two of the Table 5 items above all under Cost Code 0750 (one item being Table 5, JCP Code 12, PR# 41433, PO# 3027279, $976,808.55; and the second item being Table 5, JCP Code 58, PR# 42678, PO# 3027928, $233, 145.00), who perform the following cybersecurity functions:

1. Security Operations engineering
2. Privileged Account Management System (CyberArk) administration and operations
3. Privileged Account Management System (CyberArk) administration and operations (backup), security assessment and authorization, and security operations (backup) functions
4. COMSEC and SecurID token administration
5. PKI Security officer and Registration Authority operations

GPO also contracts for one (1) FTE onsite contractor dedicated to Library Services and Content Management (LSCM) application and system security operations functions (Cost Code 9420), as follows:

> Security Operations Engineering

There are a total of six (6) onsite contractor FTE security specialists under contract to GPO IT Security.

(40)   In a document submitted to the Committee entitled "GPO Top 12 2107 Strategic Priorities," the Next Generation Firewall Project is mentioned to enhance the cybersecurity of GPO IT systems with a measure of success/milestone of strategy and planning initiated in FY2017 and for system implementation in FY2018. Please provide details on the governance process being used and the status of program milestones to date.

Response: The GPO Next Generation Firewall Project is being governed overall by the GPO IT organization, working in conjunction with the GPO Acquisitions organization for the initial acquisition stages of the project, and working in accordance with all GPO Directives and policies.

Program Milestones:

1. Define system requirements and source selection evaluation criteria for the Request for Proposal (RFP) for the Acquisitions process.
    1. Status: Completed.
    2. This part of the project was governed by the GPO Acquisitions policies and procedures, which include the Office of General Counsel, with GPO IT Security, IT Enterprise Architecture and IT Operations providing the technical team deliverables and input.
2. Acquire new hardware and software and associated professional services for the GPO NGFW via RFP process and award contract.
    1. Status: In progress.
        1. Proposals submitted to GPO on June 7, 2017.
        2. Proposal evaluation process initiated at GPO and in progress.
        3. Remaining steps in this milestone:
            1. Complete Proposal Technical and Cost Evaluations
            2. Complete Contract Selection and Award
    4. This part of the project is being governed by the GPO Acquisitions policies and procedures (including Office of General Counsel), with GPO IT organization (including IT Security, IT Operations and IT Enterprise Architecture) providing the technical team leadership and membership and performing the technical analysis.
3. Execute the contract to have new NGFW system installed, validation tested and implemented in production operations.
    1. Status: Will commence with the completion of Milestone #2 above. Is expected to take several months to fully complete once started; completion by September 30, 2018.
    2. This part of the project will be governed by the GPO IT organization, in accordance with all GPO Directives and policies, to ensure that the new NGFW system is properly validation tested and validated to meet all GPO technical requirements, and is implemented smoothly to ensure there are no disruptions to GPO business and mission operations, and that the existing, legacy firewall system is properly de-commissioned and retired.

FDLP

(41)   In her testimony on May 17, 2017, Director Vance-Cooks stated that "We visited over 250 libraries" and alluded to concerns by FDLP members about provisions in Chapter 19 that have caused (or might be causing) libraries to leave the FDLP. Please provide details from these libraries visits about the problems these FDLP members are facing.

Response.   See the response to QFR #8.

(42)   Does GPO have metrics showing the degree of public use of the tangible versus on-line publications in FDLP libraries? If so, please provide details. If not, why not?

Response. GPO does not have metrics from depository libraries that show the usage of tangible and online publications. Not all Federal depository libraries maintain these statistics. Measuring the use of online resources is complicated by the increasing number of access points (e.g., library's catalog, GPO's Catalog of U.S. Government Publications, finding guides on library websites, etc.).

GPO learned from the FDLP Forecast Study, conducted in 2012, that 92% of libraries agree that FDLP resources are an important source of both tangible and digital authenticated Government information. While a preference for using digital content (for current and legacy materials) was a major finding of the study, it was also reported that there are distinct user groups who prefer one format over others, and there are also library patrons who use any available format.

(43)   Title 44 requires that Federal agencies make their publications available to the Superintendent of Documents for cataloging and distribution though the Federal Depository Library Program (FDLP). According to the 2013 NAPA Report, 97 percent of all Federal documents are "born digital." Title 44 does not mention how digital documents should be treated or submitted. In 2013, GAO reported that some agencies do not submit digital documents to FDLP.

(a)   Are digital documents subject to these same Title 44 requirements?

Response. GPO has long taken the position that digital documents are subject to Title 44 requirements if they are of "public interest and have educational value." Additionally, OMB Circular A-130, Managing Federal Information as a Strategic Resource (7/28/2016), requires agencies "As appropriate, [to make] Government publications available to depository libraries through the Government Publishing Office regardless of format."

(b)   How does GPO inform Federal agencies of this requirement?

Response. GPO informs Federal agencies of FDLP requirements through Circular Letters, specifically CL 794 at: https://www.gpo.gov/customers/circular_letters.htm and by outreach to agency personnel via email, phone correspondence, meetings, training, presentations, etc.

(c)   How does GPO ensure digital documents reach the FDLP?

Response. GPO ensures that digital documents in scope of the FDLP are identified and incorporated into the FDLP by several methods:

- Harvesting: Since FY 2012, LSCM has been harvesting and capturing digital in scope documents and publications from agency websites to ensure that this information is part of the FDLP. Our collection of harvested content, The FDLP Web Archive is available at: https://archive-it.org/home/FDLPwebarchive. GPO works in coordination with the Library of Congress, the National Archives, and other agencies to ensure that Federal content is harvested and not duplicated.

- Links to Digital Content: GPO provides links to digital documents housed on GPO servers or agency websites through the Catalog of U.S. Government Publications.

- New Electronic Titles: GPO provides access to new documents in many different formats, such as electronic documents or eBooks, through the New Electronic Titles feature in the Catalog of U.S. Government Publications.

- Document Discovery: GPO works proactively with agency partners through an initiative called "Document Discovery," enabling agencies to notify GPO when new documents are posted on websites.

- FDsys/**govinfo** ingest: GPO works with agencies and library partners who want to preserve and provide permanent access to digital documents, born-digital, and digitized content, by ingesting content into FDsys/**govinfo**. A current example is the digitization of the permanent edition of the *Congressional Record.*

(44)   The Printing Act of 1895 brought under GPO's control other Federal printing plants then in existence, provided for the production of virtually all other Federal printing at GPO itself, and transferred the position and distribution functions of the Superintendent of Documents to GPO from the Interior Department. Since the only means of mass communication or "Keeping America Informed" in 1895 was print, that was probably a wise decision to transfer the Superintendent of Documents to GPO.

(a)   Given that most documents today are electronic and may never see ink on paper, that the full costs of the program are appropriated solely for the FDLP, and that the GPO Director does not have any enforcement mechanism over executive branch agencies to ensure that any in-scope electronic documents get sent to GPO for inclusion in the FDLP, does the FDLP still need to be a part of GPO in the 21st century? Please explain.

Response. Yes, GPO should continue its responsibility for the FDLP for a number of reasons:

- **Print Rides for FDLP:** When identifying documents for distribution in tangible format to libraries in the FDLP, SuDoc staff utilize established workflows in GPO Print Procurement (including publications printed through GPO Regional Publishing Offices) in order to identify soon-to-be-published Executive and Judicial branch publications. In FY 2016, this resulted in the identification of over 4,000 titles for distribution to libraries in the FDLP in print format.

- **GPO Congressional Publishing:** Daily contact with GPO staff in Congressional Publishing helps ensure that newly-released and soon-to-be published Congressional materials in all formats are included in the FDLP. Any issues or concerns can be dealt with quickly and efficiently, which ensures that FDLP libraries get access to both print and digital Congressional materials without delay.

- **FDsys/govinfo:** Daily contact and a critical working relationship with GPO staff its Programs, Strategy, and Technology (PST) unit ensures that FDLP access to content in FDsys/**govinfo** is available in the Catalog of U.S. Government Publications. Staff in both areas work side-by-side to identify and process new content from agencies and libraries, work together to ensure content is complete and cataloged, and work together on new system enhancements and services.

Considering that the changing landscape of the FDLP places more and more emphasis on digital Government information access, it is critical that the development and enhancement of GPO's FDsys/**govinfo** work hand-in-hand with staff that administer the FDLP and its related services and tools. FDsys/**govinfo** is a major FDLP tool for getting nationwide library patrons instant access to U.S. Government information. The Federal depository librarians that work to assist GPO in *Keeping America Informed* use FDsys/**govinfo** daily to assist their patrons. They are the field experts in what the public is accessing, their needs, and the enhancements that are needed for the continued augmentation of FDsys/**govinfo**. This partnership allows GPO to more effectively identify public need in every state and territory; enhance content, current and historic; and improve services for the public. Business processes in GPO's Library Services & Content Management (LSCM) unit, the FDLP administrators, and GPO's PST unit are highly collaborative. Work produced in both units contributes to functions including cataloging, metadata creation, authentication, storage, and preservation.

(b)   If not at GPO, where else might it make sense to house the FDLP?

Response. NA.

(45)   What documents (if any) from the Judicial Branch of government are within scope of the FDLP?

Response. Judicial Branch publications have been offered for selection by libraries in the FDLP for many years. Currently, Judicial Branch publications from the Administrative Office of the U.S. Courts, Tax Court, Federal Judicial Center, the Supreme Court, and the United States Court of International Trade and others have publications that are in scope of the FDLP. Libraries have selected print Judicial Branch publications, when offered in this format, and maintain historic and current collections of these titles. Additionally, GPO's Superintendent of Documents has worked with Judicial Branch agencies to offer born-digital publications in scope of the FDLP via FDsys/**govinfo**. The U.S. Courts Opinions collection on FDsys/**govinfo** has over 900,000 cases comprising more than 2.7 million files. There are a total of 113 court collections in FDsys/**govinfo**, which are among the most heavily used of all GPO's online collections.

(46)   How does GPO find so-called "fugitive" documents for inclusion in the FDLP?

Response. Fugitive documents are documents that belong in the FDLP but which have been excluded. The term has been used interchangeably with "Lostdocs" or "Discovery Documents."

GPO proactively collaborates with agencies and regional print offices to identify these publications through frequent and regular outreach efforts. In addition, GPO routinely harvests and reviews agency websites to identify materials.

Finally, the basis for GPO's Document Discovery program is self-reporting by Federal agencies and FDLP librarians. There are three mechanisms by which reports to GPO can be made:

- Agencies utilize GPO's Document Discovery web page.
- FDLP librarians utilize the Lost Docs Reporting Form.
- Anyone can report via Docdiscovery@gpo.gov.

Submissions are then reviewed by GPO staff to determine if the publications fall within the scope of Title 44 before they are cataloged and added to the Catalog of U.S. Government Publications.

Please see responses to QFRs #7 and 43 for additional details.

(47)   What's the ratio between electronic versus tangible fugitive documents?

Response. The sample of records taken between December 2012 and March 2017 shows there were a total of 1,490 submissions concerning fugitive documents received from agencies, libraries, and library patrons via GPO's Document Discovery web page, the Lost Docs Reporting Form, and Docdiscovery@gpo.gov (these are described in the response to QFR #46). In this sample, digital documents make up approximately 70% of the total submissions, paper submissions are approximately 13% of the total, and other formats such as CD-ROM and DVD round out the submissions.

(48)   Has GPO found any fugitive documents that have been created by Congress? Please explain.

Response. Occasionally, congressional committees will post documents to their committee websites and do not publish in print format via GPO. An example is the Rules of the Committee on House Administration – 115th Congress (Committee Resolution 115-1), available at https://cha.house.gov/about/rules-committee-house-administration. Committees should be notifying the FDLP of these documents. In order to mitigate this challenge, Superintendent of Documents staff check committee websites routinely to identify born-digital content that is in scope of the FDLP and harvest, catalog, and provide public access to this content via GPO's Catalog of U.S. Government Publications.

(49)   Does the Catalog of Government Publications (CGP), which is a national bibliography of government publications, include all historical titles in every Regional Depository Library? If not, why not? If not, what would be involved to make that happen?

Response. It does not. The earliest depository library program was established in 1813 by Congressional Joint Resolution ordering that certain publications be distributed to libraries outside of the Federal Government. The Historic Shelflist is GPO's historic card catalog, dating back to the 1870s, and it represents the earliest bibliographic records held by the agency. There are a number of regional depository libraries that began receiving Government publications dating well before the earliest shelflist records.

The first electronic records were created in 1976, and over the last several years, GPO has been working to retrospectively create an online, comprehensive bibliography of Government publications. Using a

multi-prong approach, historic records are being added to the Catalog of U.S. Government Publications, in an effort to achieve this goal:

- Since 2009, GPO staff and contractors have manually transcribed and enhanced over 184,500 of ≈ 600,000 Historic Shelflist cards to create bibliographic records within the Catalog of U.S. Government Publications.
- GPO has established several cooperative cataloging efforts with depository libraries and seeks to grow this "collective-effort" approach by expanding the number of participating volunteer partners.
- Between 1895 and 2004, GPO produced a Monthly Catalog of U.S. Government Publications. Transcription of the 1895-1898 monthly catalogs were completed in 2015 and produced approximately 9,600 records in the Catalog of U.S. Government Publications.

Between the 1960s and 1980s, Federal agency regional offices were a primary source of fugitive documents, producing publications that did not pass through normal FDLP channels. Today, digital publishing by agencies has created the greatest concern for libraries and their ability to support permanent public access. Web-published content on Federal agency sites is often removed from public access before it can be identified and archived. GPO has been proactive in harvesting agency web content for several years and will continue to seek ways to increase its reach.

(50)   How do the National Bibliographic Records Inventory Initiative and the Catalog of Government Publications differ? Do they complement each other? Are they redundant?

Response. The Cataloging and Indexing Program (C&I), based on sections 1710 and 1711 of Title 44, aims to provide a comprehensive index of every document issued or published by a department, bureau, or office not confidential in character. GPO's LSCM unit administers this program and provides public access to this index through the online bibliographic records contained in GPO's Catalog of U.S. Government Publications.

The identification and creation of online bibliographic records for new U.S. Federal Government documents, in all published formats, is accomplished through daily operations at GPO. However, a separate effort is necessary to incorporate missing records, and enhance existing bibliographic records, for historic materials. This effort is known as the National Bibliographic Records Inventory Initiative (NBRII).

The NBRII endeavors to provide online bibliographic records or serial holding records for those historic materials that are not currently captured in the Catalog of U.S. Government Publications. These records include:

- Fugitive and historic materials, focusing on publications issued prior to 1976.
- Older documents where bibliographic records only exist in a non-electronic format, for example 3x5 catalog cards, or other paper bibliographic record, such as the Monthly Catalog.
- Materials that were previously cataloged with minimal information that require critical record enhancement. When available, FDLP data, such as item number and SuDocs class number, will be included.

The NBRII is a major undertaking which is currently supported through a series of projects. Sub-projects are conducted by LSCM staff efforts, contracts, and/or cooperative cataloging partnerships. All of these NBRII efforts contribute to the continued enhancement of the Catalog of U.S. Government Publications and GPO's ultimate goal of a comprehensive index of U.S. Government publications, current and historic.

(51) What is the status of the 14 outcomes and 46 actions outlined in the National Plan for Access to U.S. Government Information?

Response. The *National Plan for Access to U.S. Government Information* is a framework document that is flexible, allowing for modification when necessary. While some of the specified outcomes are achievable in the near-term, others are long-term.

The outcomes are the overarching goals that, when met, allow LSCM/FDLP to achieve the vision, "To provide Government information when and where it is needed." The action items are the steps to achieve the outcomes.

Of the 46 actions outline in the *National Plan* to achieve those goals, seventeen are completed or have become ongoing activities that are now operationalized within LSCM. Another eighteen actions are in process. Two actions require changes to Chapter 19, Title 44, before they can be implemented. And four actions are no longer necessary.

Accomplishments include:
- Implementation of the continuing education certificate program for depository library coordinators.
- Increased amount of converted content in FDsys/govinfo.
- Increased number of depository libraries participating in the cataloging record distribution program.
- Operationalized National Bibliographic Record Inventory Initiative.
- Development of a Preservation program within LSCM.
- Employment of user-centric participatory design approach to user interfaces and system development.
- Completion of the *Report on Ethnographic Market Research/Analysis of Federal Depository Library Program Workflow.*
- Expanded web harvesting activities.

(52) GPO has a business unit entitled Library Services and Content Management (LSCM). Do all of its functions fall under the Superintendent of Documents' appropriation? If not, what other activities is this business unit involved with? How are these activities funded?

Response. GPO's Library Services and Content Management (LSCM) business unit is responsible for administering the Federal Depository Library Program (FDLP), the Cataloging and Indexing Program (C&I), the International Exchange Service (IES) in cooperation with the Library of Congress, and the By-Law program. All functions are funded by the Public Information Programs (PIP) Appropriation of the Superintendent of Documents (formerly known as the Salaries and Expenses Appropriation of the Superintendent of Documents).

FDLP: As authorized by Chapter 19 of Title 44, U.S.C., the mission of the FDLP is to provide for no-fee, ready, and permanent public access to Federal Government information, now and for future generations. The vision of the FDLP is to provide U.S. Government information when and where it is needed, in order to ensure an informed citizenry and an improved quality of life. Through this historic U.S. Government program, GPO disseminates information products from all three branches of the Federal Government to approximately 1,150 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 public access to Federal Government information products and provide expert assistance in navigating those resources. Providing free online access to Government publications is provided under the authority of Chapter 41 of Title 44, U.S.C., via FDsys and **govinfo**.

C&I: Under the requirements of sections 1710 and 1711 of Title 44, U.S.C., GPO is charged with cataloging a comprehensive index of public documents issued or published by the Federal Government that are not confidential in character. The goals of the Cataloging and Indexing Program are to:

- Develop a comprehensive and authoritative national bibliography of U.S. Government publications.
- Increase the visibility and use of Government information products.
- Create a premier destination for information searchers.

This undertaking serves libraries and the public nationwide and enables people to locate desired Government publications in all formats. The main public interface for the access of cataloging records is the Catalog of U.S. Government Publications.

IES: 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 tangible Government publications to foreign governments in an exchange program managed by the Library of Congress (LC). Those foreign governments agree to send to the United States similar publications of their governments for LC collections.

By-Law: LSCM administers the distribution of certain tangible publications as specified by public law. Under various provisions of Title 44, U.S.C., GPO is required to provide copies of publications to certain Federal agencies and others as directed by Congress. Two or more copies of every publication printed are provided to the Library of Congress, even if those publications are not distributed to Federal depository libraries. In addition, NARA receives up to three copies of every publication GPO prints. On behalf of the Department of State, LSCM distributes copies of publications to foreign legions. LSCM maintains mailing lists for By-Law distribution of specific publications.

(53)   How does the potential defunding of the Institute of Museum and Library Services (IMLS) affect GPO or the FDLP?

Response. IMLS funding has played both a direct and indirect role in supporting the FDLP. The IMLS Discretionary Grant Program has funded innovative national efforts to address priority issues on the topic of Government information. A few examples include Government information and services at public libraries, eGovernment librarianship, Government Information in the 21st century, and the

classification of Government websites in the End-of-Term Archive. All of these efforts were designed and implemented with the intent of having national impact.

The bulk of IMLS funding is used to support the Grants to States Program, which provides funding support to the State Library Administrative Agencies (SLAAs) every year. SLAAs are official agencies charged by law with the extension and development of library services within their respective states. Each state is required to submit a five-year plan outlining state-wide program priorities. IMLS is the coordinating body that provides program oversight, merging Federal priorities with state-defined needs. The 2013-2017 state plans indicate that there is a heightened focus on eGovernment to support the American public. There is recognition at the state level that more and more Government services are only accessible online. As Michigan has indicated in their plan, "Users need access to 21st century skills and training," and has identified a public need for assistance with a wide-range of social and Government services.

Financial Challenges

(54)   In her testimony on May 17, 2017, Director Vance-Cooks stated: "Publishing includes mobile apps, e-Books, bulk data downloads, all sorts of other products that up to this point no one had even thought about with Title 44." Does Creative and Digital Media Services produce these new products? If not, where in GPO is this work done?

Response. Of the products referenced, mobile apps and bulk data downloads originate in GPO Program Strategies and Technologies (PST). E-Book design services do originate in GPO Creative Services while e-Book conversion services are procured by GPO Agency Publishing Services. E-Book dissemination is handled by the GPO Publication and Information Sales program. Information on these products follows:

- eBooks: As a one-stop shop for eBook design, conversion, and dissemination, GPO's presence in the eBook market continues to remain strong. We now have agreements with Apple iTunes, Google Play, Barnes & Noble, OverDrive, EBSCO, ProQuest, Zinio, and other online vendors to make popular government titles such as "Discover My Plate" and "Workout to Go" available as eBooks. Federal agencies now have the option of making their eBooks free to the public, or of having GPO sell them on a cost-recovery basis. Learn more about GPO's eBooks program at http://bookstore.gpo.gov/ebooks. These agreements are managed by Publication and Information Sales.

- Bulk Data: Providing data as bulk XML enables a "one-click" download of large sets of XML files as opposed to downloading each file individually. Providing content in the form of XML bulk data enables reuse and repurposing of the data for mobile web applications, data mashups, and other analytical tools by third party providers, which contributes to openness and transparency in Government.

    Through FDsys/**govinfo**, GPO makes select collections available in bulk in a machine-readable format (e.g. XML) via the FDsys/**govinfo** bulk data repository. This is done in partnership with data partners including the Legislative Bulk Data Task Force and the Office of the Federal Register. GPO continues to work with these data partners as well as the public community

consuming this data to make the data more readily available, including through the use of GitHub to share development plans and track issues identified by users.

- Mobile Web Apps: In 2011, GPO began developing mobile web applications to support enhanced access to government information made available via FDsys. GPO developed and released the following applications:

  Member Guide: November 2011

  Mobile Budget: February 2012

  Presidential Documents App: October 2012

  Plumbook App: December 2012

  These mobile apps received positive feedback, including a Digital Government Achievement Award for the Budget app in 2012. Lessons learned during the development of these applications as well as emerging industry trends led to the development of the new **govinfo** site, which provides a consistent experience for mobile and desktop users via responsive design principles, allowing mobile users to access these important Federal publications from all three branches of the Government.

(55)   GPO's February 2017 Financial Contribution Summary shows Year to Date losses of $724,000 on just $268,000 of total revenue in Creative & Digital Media Services. Based on Director Vance-Cooks' testimony it appears that this business unit is core to GPO's future, yet it is a very small business unit and its revenue is not even great enough to meet its direct expenses. Please explain what is going on here and what GPO's plan is for the future of this business unit.

Response. Creative & Digital Media services is one of several business units at GPO that is core to the future of the agency. Graphic design services including publication design, branding and identity, video, multimedia, web design, 508 compliance/remediation, and security design are key strategic activities available to meet the needs of agency customers.

In FY2015 GPO identified and successfully pursued a potential growth market for the design, development, and hosting of Federal agency customer websites built on a Content Management System platform. This service offering involved the resources of Creative and Digital Media Service as well as GPO IT. In FY2016, an assessment by GPO management determined that the hosting aspect of this service created undue exposure of GPO internal IT systems. In the interest of GPO IT security, the decision was made to cease further website hosting of customer websites already on GPO servers and to discontinue future customer website hosting services. This drawdown of existing website business resulted in an expected decline in revenues and a marked reduction in new website development business opportunities (sans hosting). Efforts to offset this decline in revenue and to proactively control operating expenses have been underway for the past 18 months and include investments in staff training to offer 508 compliance and remediation services and the implementation of a Creative & Digital Media services comprehensive marketing plan to expand our customer base.

GPO will continue to look for opportunities to work with other agencies to help them implement digital content solutions that enhance their business processes and add value to their unique agency missions as we work toward a positive financial outcome for this key GPO service area.

(56)   GPO's February 2017 Financial Contribution Summary shows Year to Date losses of $1,426,000 on just $3,252,000 of total revenue in Publication and Information Sales business unit.

(a)   Please explain what is going on here and what GPO's plan is for the future of this business unit.

Response. The Publication and Information Sales Program (P&IS) of the U.S. Government Publishing Office has a mandate under Title 44, Section 1702 to receive and sell Government documents. The Sales Program provides a valuable public service to the American public by enabling them to purchase books, CDs, posters, eBooks and other material produced by Federal Government agencies. It also provides a valuable service to Federal Agencies by providing a one-stop shop for eBook design, conversion, and dissemination. Over the past 15 to 20 years, there has been a huge shift from tangible to digital content and the Sales Program continues to struggle with this transformation despite valiant efforts by program managers over the years to transition and monetize digital content. The program losses are currently absorbed by the Revolving Fund and GPO will continue efforts mentioned in the plan below to achieve a breakeven position, however, if the burden on the Revolving Fund is unsustainable we shall request an appropriation to cover part of the program expenses.

Reasons for revenue decreases:
- Huge shift from tangible to digital content.
- Better online search engines, and more ways to find content online for free.
- GPO posting online for free many key Sales Program titles such as CFRs, which traditionally represented 50% of P&IS revenue.
- Most Federal agencies eliminating print subscriptions. Now either free online, or discontinued completely.
- Consumer migration away from bricks and mortar stores, which has hurt GPO Main Bookstore.

Reasons for cumbersome cost structure:
- Excess mandated inventory with restrictions that have blocked disposal in the past.
- FTE head count too high for revenue level.

Plans for the business unit going forward:
- Greater use of Print on Demand to reduce inventory levels, while maintaining availability of Federal publications.
- Greater use of Print on Demand dissemination channels, such as Amazon.
- Continued emphasis on eBook dissemination and promotion.
- Continue to make eBooks free to the public through GPO channels, while charging Federal agencies for P&IS dissemination and promotion services.
- Move towards positioning P&IS as a cost-recovery service provider to Federal agencies, with less reliance on publication and subscription sales.
- Cut costs by greatly reducing "mandated" inventory stock levels.
- Downsize number of FTE's wherever possible.

- Redeploy personnel from overstaffed areas to special projects that will better utilize their time.
- Shift some job responsibilities to provide more program analyst support, in order to better track project ROI.
- Launch upgraded Online Bookstore, which will be more compatible with mobile devices, will have enhanced online security, and will boost search engine discovery of Federal titles.
- Continue to take advantage of publishing industry sales and dissemination channels to augment GPO capabilities.

(b)   Further, how many tangible product titles are in GPO's inventory?

Response. Approximately 4,000 titles.

(c)   How many e-products titles are in GPO's inventory?

Response. 364 eBook titles.

(d)   Of the e-product titles, how many are available for print-on-demand?

Response. We currently have 240 titles in GPO's Print-on-Demand inventory, plus 101 titles in Amazon POD. Of these, 20 titles also are available as eBooks.

(e)   Does GPO print these on-demand documents in-house or by contract with a private sector vendor?

Response. We use one or more private-sector vendors.

(57)   In the 2013 NAPA Report beginning on page 142, there is a Projection Data Table. Please update with actual numbers for FY2014-FY2016 and revise projections for FY2017-FY2020 if necessary.

Response. The requested information follows (see attachment **CHA QFR 57, Tab 13**).

(58)   In her testimony on May 17, 2017, Director Vance-Cooks stated that "We visited over 250 libraries." How was this travel funded? Please detail who traveled, how much each visit cost and how each visit was funded.

Response. The requested information follows (see attachment **CHA QFR 58, Tab 14**).

(59)   In previous testimony before this Committee, GPO management discussed international travel costs. Please provide a summary of all international travel for FY2012, FY2013, FY2014, FY2015, FY2016 and FY2017 to date including Who (excluding or masking personally identifiable information), the employee's grade, business unit cost code, the purpose of the travel, duration of the trip, when the travel occurred, and the total cost of each trip. Please group by individual employee. Additionally, please indicate any premium class travel.

Response. Previous testimony before the Committee by former Public Printer William Boarman concerned the growth in overhead costs by 50% in the previous 5 years, the persistent inability to collect on funds owed to GPO known as chargebacks, and the absence of action to address these problems (see responses to QFRs 15a and 23c, above; see also Committee on House Administration, Subcommittee on Oversight, "GPO – Issues and Challenges: How Will GPO Transition to the Future?" hearing, May 11, 2011; available at https://www.govinfo.gov/content/pkg/CHRG-112hhrg67450/pdf/CHRG-112hhrg67450.pdf, p. 4). International travel was addressed as part of this problem. Since then, overhead costs have been brought under control and chargebacks have been reduced by more than 92%.

In addition to international events and conferences addressing printing and information technologies, which GPO has attended for many years, in recent years GPO has engaged in travel associated with an active and formal documented program of systematic on-site audits of GPO's supply chain facilities, IT systems, and personnel as the result of GPO's OIG audit 10-06 (March 2010) on the security of GPO's secure credential supply chain. This program is not required by GPO's ISO certification but it is an industry best practice. Overseas travel since 2012 to support the development of the next generation passport has included market research, equipment and component testing, and evaluation and acceptance. GPO also supports the Department of State, the ISO, and ICAO passport and secure credential standardization activities as part of the world community.

The requested information follows (see attachment **CHA QFR 59, Tab 15a and CHA QFR 59, Tab 15b**), accompanied by data to which previous GPO testimony referred.

Office of the Federal Register

(60)   The FY 2017 National Archives and Records Administration (NARA) Budget Justification states: The Office of the Federal Register (OFR) is a statutory partner with the Government Publishing Office (GPO), and relies heavily on their on-line content management system, the Federal Digital System (FDsys). FDsys offers new opportunities to develop "web-first" publications that are designed to be posted directly to the Internet and printed only when required by a customer. NARA relies on GPO to provide both work processes and IT infrastructure for production of the daily Federal Register, Code of Federal Regulations, and other print and on-line publications of the Office of the Federal Register. GPO provides all of the composition activities, rendering, publishing, printing, and electronic hosting for Federal Register publications, worth approximately $30 million per year. GPO is reimbursed by other agencies, which pay GPO for publication services through GPO's Business Operations Revolving Fund.

(a)   Are all direct and indirect costs associated with GPO's partnership with OFR fully recovered for both electronic and tangible documents/services?

Response. Yes, all direct and indirect costs associated with GPO's partnership with OFR are fully recovered for both electronic and tangible documents/services.

(b)   How much overhead is charged to OFR products/services?

Response. In FY 2016, GPO administrative overhead recovered through rates was approximately $9.2 million.

(c)   **How much does OFR's partnership contribute to retained earnings?**

<u>Response</u>. In FY 2016, OFR's partnership with GPO contributed about $8.3 million to retained earnings.

(d)   **Is there any direct revenue from NARA's appropriated funds?**

<u>Response</u>. Yes, NARA is appropriated funding for certain publications and, in FY 2017, for space.

(e)   **Are there any agency chargeback issues related to the production of OFR products?**

<u>Response</u>. GPO occasionally experiences chargebacks for OFR products, and has a process in place to resolve them. In FY 2016, GPO processed 121 Federal Register chargebacks, of which 65 were articles printed in 2016 and the remaining chargebacks were from the FY 2007-2015 time period. GPO also processed 51 Code of Federal Regulation (CFR) chargebacks in FY 2016, of which only 13 were from the 2016 CFR series. Overall GPO has seen a decrease in the number of chargebacks for Federal Register articles over the last 4 years. Out of the 65 transactions 21 of them were charged back due to the issuing agency providing the wrong Treasury Account Symbol (TAS).

Questions for the Record from Ranking Member Brady

(1)   How does GPO provide and participate in shared services across the Government?

Response. GPO offers a variety of reimbursable services for agencies to help manage their life cycle information requirements. GPO's print procurement program provides shared services for the procurement of information products for the Federal Government, purchasing approximately $360 million from private sector vendors nationwide for Federal agency customers in FY 2016. GPO operates a variety of procurement vehicles that simplify, streamline, and lower costs of the procurement process for Federal agencies. GPO's Plant production operations allow for the leveraging of in-house capacity to produce similar products for the Legislative and Executive Branches. The agency's demonstrated expertise in this area for print products and services is continually being expanded to include a wider array of digital solutions to help Federal agencies cost-effectively meet their publishing and information dissemination needs. GPO's information dissemination programs provide public access to the official publications and information of the Federal Government in both digital and print formats through an official website (www.fdsys.gov and its successor, **govinfo.gov**, currently in beta), partnerships with more than 1,100 Federal depository libraries nationwide, and both online and bookstore sales.

The **govinfo** beta website, is available as a shared platform for information delivery for Federal entities on a cost-recovery basis. These services include ingest of agency content (including preservation, authentication, and public search and display); content organization; and metadata, access file, bulk data, and package creation. GPO provides an automated service applying digital signatures to PDF files for Federal agencies. These visible digital signatures, viewed through the GPO Seal of Authenticity, verify document integrity and authenticity and provide end-users with assurance that an electronic document has not been altered since dissemination. In FY 2016, GPO worked with the National Institute of Standards and Technology (NIST) to make available nearly 10,000 publications across 15 technical series on **govinfo** at www.govinfo.gov/collection/nist. The goal of this collaborative effort is to provide free public access to a total of approximately 24,000 digitized NIST Technical Series Publications. As a one-stop shop for eBook design, conversion, and dissemination, GPO's presence in the Federal eBook market is strong. We now have agreements with Apple iTunes, Google Play, Barnes & Noble, OverDrive, EBSCO, ProQuest, Zinio, and other online vendors to make popular Government titles such as "Discover My Plate" and "Workout to Go" available as eBooks. Federal agencies now have the option of making their eBooks free to the public, or of having GPO sell them on a cost-recovery basis.

GPO makes use of Federal Government shared services where it makes good business sense. Our use of shared Government services has improved quality, accuracy, and timeliness. It has also been a contributing factor in our ability to reduce overhead expenses as a percent of revenue by 2.3% over a five-year period. For example, GPO's financial management function utilizes shared services via Government credit cards for travel and to purchase items provided by GSA contracts. We use the Department of Labor for workers compensation administration and unemployment compensation administration; the Treasury Department for EFT and check payments for other than payroll; the Department of Agriculture's National Finance Center for payroll and maintaining the personnel database; the Treasury's pay.gov system to collect credit card transactions from customers; Treasury's IPAC to collect from Federal EFT customers: and Treasury's WebTA solutions for time and attendance reporting. GPO's Human Capital business unit uses USA Staffing/USA Jobs shared services to automate the recruiting and applicant notification process. GPO's IT initiatives include balancing IT governance with business unit programs, cybersecurity enhancements, and telecommunications support.

We use shared services in this functionality. For example, we have used the FAA's Enterprise Services Center (ESC) to conduct security assessments on legacy GPO major applications. We have worked with DHS, NIST, and NSA on cybersecurity issues. GPO operates a Shared Service Provider (SSP) Public Key Infrastructure for use by other Federal agencies. GPO's Office of General Counsel uses GAO for review of high level contract appeals cases. We use GSA for permanent change of station claims reviews and fleet (cars and trucks). We share services with the Architect of the Capitol for steam for the GPO buildings, work closely with NARA for records management processes, and have a relationship with Library of Congress through FEDLINK to achieve optimum use of the resources and facilities of federal libraries. We are participate in the Legislative Branch Financial Management Council, the Legislative Branch Chief Information Officers Council, the Legislative Branch Cybersecurity Task Force, and the Legislative Branch Bulk Date Task Force. We also share a significant amount of our buildings space with other Federal entities, primarily from the Legislative Branch.

(2)   You have listed 12 strategic initiatives you are pursuing in FY 2017. Please explain how these initiatives support your ongoing transformation from a print-centric to a content-centric publisher of Government information.

Response. Knowing where GPO is going and how we will get there is a crucial part of strategic plan. GPO has been renamed the Government Publishing Office in recognition of the role we play in the digital information world, and our objective is to continue our digital transformation. How we are doing that is demonstrated by the priority projects we designate as strategic and essential to our future.

In early February, when I testified before the House Administration Committee, I outlined our strategic priorities for the coming year. Subsequently, I discuss these priorities with employees during our town hall meetings later that month. Then, we finalized them by including not only descriptions but specific measures of success for each one, so that there is a clear understanding of what GPO is working toward.

Some of GPO's priorities have already been widely discussed, such as our new **govinfo** system. Others have been less visible but are just as important. GPO's composition replacement project is developing an XML (Extensible Markup Language)-based system to replace our aging Microcomp system, which is used for the automated composition of congressional and *Federal Register* jobs, among others. The next generation passport will incorporate new features to improve its security. Our next generation IT firewall is needed to protect GPO from cybersecurity attacks. Our DASH project is an ambitious effort to convert our paper-based print procurement process to digital. For cost accounting, we want to develop a modern digital system to improve the quality of information we use for financial operations, including analysis, control, and billing. Our LSCM and PST staffs are working to get GPO certified as the first Federal agency to be recognized as a trusted digital repository (TDR), meeting an international standard for the preservation and custody of digital Federal information on our FDsys and **govinfo** systems.

The conversion of certain legislative and Federal Register products to USLM, which stands for United States Legislative Markup language -- an XML schema -- will help bring Congress' official legislative documents into alignment with an internationally recognized standard. For researchers, historians, legislative analysts, and others, GPO's work to digitize all issues of the *Congressional Record* back to its inception in 1873 will set GPO apart as the only Federal agency with this product available. For those who rely on GPO's website **gpo.gov** for access to information on our programs and operations, to do business with us, to find a job with us, to locate a depository library, or for any of a wealth of other

purposes, our recent project to redesign the site, known as gpo.gov 2.0, has been a major step forward in making it more easy to use. Automation of our acquisitions system, which GPO relies to obtain the products and services we need for our work, will introduce Contract Lifecycle Management, which will improve the efficiency of our acquisitions and reduce paperwork. We are also involved in a variety of facility projects, all of which we affect the quality of the time we spend at work.

Included in my February hearing testimony and in our town hall meetings was one more priority which is not listed here, but which nevertheless is always ongoing and is critically important to our lives at GPO: employee engagement. As I noted in GPO's 2016 Annual Report to Congress, GPO's employees are full participants in guiding the agency's digital transformation. We have joined together in quarterly town hall meetings-- more than 100 of them across all three shifts since 2012 -- to discuss where we are going and how we are doing. The effects of that participation are clear in our operational and financial performance, in our designation by the Partnership for Public Service as of the Federal Government's best places to work in 2013, and in the recent index of employee satisfaction with GPO as a workplace. Employee engagement goes on constantly and is never completed, and it helps to stay engaged with who we are and what we do at GPO.

In addition to the 12 strategic initiatives GPO is pursuing in FY 2017, the agency has undertaken numerous efforts in support of our digital transformation (see attachment **CHA QFR 2 (Ranking Member), Tab 16**).

(3a)   Regarding govinfo, is December 31st, 2017, still the targeted retirement date for FDsys?

Response. The transition from FDsys to **govinfo** will occur in three stages. In the first stage, FDsys will continue to operate while **govinfo** is still in beta. During this stage, GPO will gather feedback from users, continue design and development work, and ensure that any unexpected issues with the site are fully resolved. GPO is currently in the first stage of the transition from FDsys to **govinfo**. In the second stage, **govinfo** will move out of beta. GPO is planning to remove the beta label by December 31, 2017. During this stage, GPO will work with stakeholders including the Library of Congress and Office of the Federal Register as they update their tools and processes, which are currently dependent upon FDsys, to utilize **govinfo** instead of FDsys. After stakeholders have completed any updates that may need to be performed on their systems (e.g. Congress.gov, FederalRegister.gov) to use information from **govinfo** instead of FDsys, GPO will initiate stage three of the transition by retiring FDsys and enabling redirects to **govinfo**. GPO will communicate with stakeholders and the public through standard channels along with messaging on both sites during the transition from FDsys to **govinfo**. This is similar to the successful transition that occurred between *GPO Access* and FDsys.

(3b)   What are the current usage figures for the beta version of govinfo?

Response. Over the past six months, **govinfo** has had approximately 200,000 retrievals of content and metadata. Since launch, we have seen an 80% increase in daily usage. This is in line with expected usage of the beta site based on the similar process GPO performed to migrate from *GPO Access* to FDsys. As GPO currently operates and updates both sites with content in parallel, the majority of traffic is going to FDsys. As **govinfo** becomes the primary site and FDsys is retired, GPO expects the usage to shift accordingly. In addition, an upcoming release will include features to increase the ranking of govinfo results with search engines.

(4)   GPO's inspector general reports that GPO faces management challenges. What is your view of the management challenges GPO is contending with today?

Response. In the OIG's Semiannual Report to Congress, covering October 1, 2016, through March 31, 2017, five Management Challenges were listed. By comparison, for the period March 2006 through October 2011, GPO's OIG routinely reported 10 management challenges facing the agency. The number listed today represents a 50% reduction from the previous period. Further, since 2013, when 6 management challenges were listed, two have been removed (Workers Compensation Programs and Sequestration) while one was divided into two parts – enterprise architecture and cybersecurity. (For GPO's OIG Semiannual Reports to Congress spanning the period of October 2003 to the present, see https://www.gpo.gov/oig/semi-anual.htm).

GPO's OIG routinely comments on that status of GPO's progress under each management challenge. In its most recent Semiannual Report to Congress, the OIG provided the following status information (see https://www.gpo.gov/pdfs/ig/semi-annual/04.27.17.pdf, pp. 4-5):

- Challenge 1: Keeping Focus on Its Mission of Information Dissemination
  GPO's Progress: Senior management continues its focus on advancing GPO's transformation by identifying and developing technological innovations that support its mission.

- Challenge 2: Addressing Emerging Workforce
  GPO's Progress: GPO is continuing its efforts in workforce skill gaps, core competencies, and making efforts to identify measurable goals and targets.

- Challenge 3: Improving the Enterprise Architecture and Infrastructure to Support Enterprise-Wide and FDsys Transformation
  GPO's Progress: GPO continues to address its defined EA and IT infrastructure framework.

- Challenge 4: Securing Information Technology Systems and Protecting Related Information Assets
  GPO Progress: GPO continues to identify and address risks to cyber assets, information, and resolving identified deficiencies.

- Challenge 5: Improving Print Procurement Programs
  GPO's Progress: GPO continues to address contract specifications and publishing needs.

GPO is making solid progress in addressing these challenges. They relate directly to GPO's continuing transformation from a print-centric manufacturing facility to a content-centric publishing operation. However, some, such as maintaining a focus on information dissemination and securing information assets through cybersecurity initiatives, are expected to be ongoing because they represent challenges rooted in continuous technological change, the outcome of which cannot be predicted at this time. These and other challenges have high level, multi-year strategic projects that must be completed before they will be deemed ready for elimination removal from challenge status. As set forth in the Director's prepared statement, they include:

- Releasing **govinfo**, the successor system to FDsys, from beta status;

- Continued development of GPO's Composition System Replacement (CSR) program to replace our aging Microcomp proprietary system;
- Completion of preparations for the launch of the NextGen passport;
- Enhancing the cybersecurity of GPO's IT systems through the NextGen Firewall project as well as multiple ongoing cybersecurity enhancements;
- Implementing a new automated print procurement system called DASH, (Digital Acquisition Support Hub);
- Providing the ability to estimate the cost of products for profitability analyses, inventory valuations, and cost control through the development of a new cost accounting system;
- Becoming the first Federal agency to earn ISO certification as a Trusted Digital Repository for FDsys/**govinfo**;
- Continuing to work with Congress on pilot projects to convert a subset of Public Laws, Statutes at Large, Enrolled Bills, and other documents with USLM;
- Completing the digitization of historic issues of the Congressional Record and the Federal Register
- Releasing gpo.gov 2.0, the enhanced GPO website, from beta; and
- Implementing an Acquisitions Automated System CLM module as part of the Oracle portfolio.

GPO will continue working with the OIG to take the necessary actions to address and resolve the management challenges facing the agency while continuing the meet the information product requirements of Congress, Federal agencies, and the public.

(5)   You have opened utilization of space in your facility to other Federal entities.

(a)   How much space are they currently occupying?

Response. We are currently leasing about 111,300 sq ft of storage, industrial, and office space, plus some parking spaces, to the Architect of the Capitol, the U.S. Capitol Police, the Senate Sergeant at Arms, the U.S. Commission on International Religious Freedom, and the Office of the Federal Register, representing about 15% of our usable space. Additionally, we have commitments to lease 55,000 sq ft of space, in GPO Buildings A and D, to the National Archives and Records Administration, for construction and housing of NARA's congressional legislative archives.

(b)   What is your annual income from your tenants and what does the income pay for?

Response. Currently, the annual income is approximately $2.6 million. That will increase once the NARA legislative archives is in place. The income helps to defray our building expenses.

(c)   Are you able to manage the occupation of your space by other entities?

Response. We have been involved in space sharing with other entities (predominantly Legislative Branch entities) since 2004 with no negative impact on our operations. This program has been fully supported by the Joint Committee on Printing, the House and Senate appropriations committees, and an independent review of GPO by the National Academy of Public Administration in its congressionally-mandated 2013 study *Rebooting the Government Printing Office: Keeping America Informed in the Digital Age* (available at https://www.gpo.gov/pdfs/about/GPO_NAPA_Report_FINAL.pdf).

(6)   What changes have you made to provide greater openness and transparency to congressional and other Government information?

Response. GPO plays a vital role in making congressional and other Federal Government information available to the public. Through the Federal Digital System (FDsys) and its successor system, **govinfo**, GPO's online system for access to Government information and the cornerstone of GPO's digital transformation, approximately 40 million documents from the legislative, executive, and judicial branches of Government are downloaded each month. GPO launched **govinfo** as a beta in 2016 and was commended by Speaker of the House of Representatives Paul Ryan when he stated, "in our digital age it is important for the government to use all the tools at our fingertips to create true transparency. You recognized the need to digitize documents when the internet was new, and you have kept up with the ever evolving technology of the day. I believe **govinfo.gov** will be a great success…."

In addition to **govinfo**, over the past two years, GPO has worked closely with our legislative data partners on initiatives that promote greater openness and transparency to congressional information in support of the Legislative Branch Bulk Data Task Force. Pursuant to language in House Report 113-417 which accompanied the Legislative Branch Appropriations bill for FY 2015, the House Appropriations Committee requested that GPO work with its legislative data partners including the House, Senate, and Library of Congress to provide bulk data download access to bill status information in XML. This project built upon the successes of previous projects in support of the Bulk Data Task Force to provide XML bulk data access to bill text and bill summary information on FDsys/**govinfo**. As part of its commitment to openness and transparency, GPO is also engaging with citizen developers via Github to facilitate access to this data.

GPO is continuing to engage with legislative data partners to develop solutions for new priority projects as they are identified, such as the project to convert a subset of enrolled bills, public laws, and the Statutes at Large into United States Legislative Markup (USLM, an XML schema and open data format for U.S. legislative documents that is compatible with international standards). This initiative was initially announced by the Speaker of the House in June 2016 at the Legislative Data Transparency Conference, and the project is being conducted by GPO and the Clerk's office in support of the Bulk Data Task Force.

GPO is also collaborating with agencies and Federal Depository Libraries to provide greater openness and access to historical Government information. In 2016, work was initiated on the development of metadata for the Bound Congressional Record historical volumes (1873-1998). In September 2016, GPO began to make the historical Bound Congressional Record volumes available on FDsys/**govinfo** with the release of 1991-1998. In FY2018, GPO plans to complete production of the required Bound Congressional Record metadata for 75 volumes and continue to produce metadata to provide access to volumes of the Bound Congressional Record dating from 1873-2007 on FDsys/**govinfo**. In 2016, work began on a project to digitize and make available Federal Register historical volumes 1936-1994. In FY2018, GPO will continue work to digitize the historical Federal Register material (1936-1994) and provide permanent public access to the volumes on FDsys/**govinfo**.

DAVITA VANCE-COOKS
Agency Director

GPO

July 19, 2017

The Honorable Barry Loudermilk
U.S. House of Representatives
329 Cannon House Office Building
Washington, DC 20515

Dear Mr. Loudermilk:

Thank you for the opportunity to discuss the issue of union official time at the GPO during the recent hearing before the Committee on House Administration. As promised, we have double-checked on how this time is recorded and have developed the following information.

The Committee's question for the record #28 addresses the use of administrative leave at GPO. Union official time is not part of administrative leave at GPO. Instead, our time-tracking program, called WebTA, records union official time as a subcategory of work time for participating in negotiations, filing grievances and appeals, and participating in labor-management relations such as official meetings. The data generated by this system is collected by OPM.

GPO used to have a practice of permitting 100% union official time. Following my review of this matter as agency Director, in late 2014 management gave notice that 100% union official time would be eliminated effective January 2015. Union official time is still permitted, but only with prior approval, and only with specific justification. Data available on OPM's website and at GPO shows the effect of this policy change:

Fiscal year	Union official time hours*
2007	6,897
2008	6,950
2009	7,908
2010	7,292
2011	7,407
2012	6,856
2013**	4,365
2014	5,937
2015**	2,014
2016	1,668

* GPO data is under https://www.opm.gov/policy-data-oversight/labor-management-relations/reports-on-official-time/.

** Data for FY 2013 and 2015 was not collected by OPM. The data here is from GPO records.

I hope you find this information useful. If you need additional information, please do not hesitate to contact GPO's Chief of Staff, Mr. Andrew Sherman, on 202-512-1100, or by email at asherman@gpo.gov.

Sincerely,

DAVITA VANCE-COOKS
Director
U.S. Government Publishing Office

DAVITA VANCE-COOKS
Agency Director

GPO

August 2, 2017

The Honorable Rodney Davis
U.S. House of Representatives
1740 Longworth House Office Building
Washington, DC 20515

Dear Mr. Davis:

I very much appreciate the time you took out of your busy schedule on July 24 to visit the GPO with your staff and see first-hand our operations that support the production of Congress's publication needs. We look forward to having you visit us again to see how we produce U.S. passports for the State Department and secure credentials for other Federal agencies.

I wanted also to take this opportunity to follow up on a point that came up during our most recent hearing before the House Administration Committee, when you and I discussed the per page cost of the Congressional Record with reference to data for 1980. For the record, in 1980 the cost of producing the Congressional Record was funded by two appropriations accounts, the Congressional Printing and Binding (CP&B) Appropriation and the Printing and Binding (P&B) Appropriation (these two accounts were consolidated into a single CP&B Appropriation later in the 1980s). GPO's FY 1980 budget justification for the CP&B account estimated the per-page cost of the Record at $107.20. But as stated in a footnote to that estimate, "to arrive at the page rate of the Congressional Record program, both the [CP&B] and the [P&B] Appropriations must be added together, because the costs are pro-rated between the appropriations…" For FY 1980, the P&B account's share of the Record's per page cost was estimated at $286.16, for a total estimated per-page cost of $393.36. I hope this information is useful to you.

Again, many thanks for your visit, and we look forward to having you visit us again soon.

Sincerely,

DAVITA VANCE-COOKS
Director
U.S. Government Publishing Office