

William J. Boarman

Public Printer of the United States

**Prepared Statement before the
Subcommittee on Legislative
Branch Appropriations,
Committee on Appropriations,
U.S. House of Representatives**

*On GPO's Appropriations Request
for FY 2012*

Wednesday, May 11, 2011

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Mr. Chairman, Representative Honda, and Members of the Subcommittee on Legislative Branch Appropriations:

It is an honor to be here today to present the appropriations request of the U.S. Government Printing Office (GPO) for fiscal year (FY) 2012. Our request is for the Congressional Printing and Binding Appropriation and the Salaries and Expenses Appropriation of the Superintendent of Documents, both of which are included in the annual Legislative Branch Appropriations bill. These two accounts cover GPO's provision of congressional information products and services as authorized by law and our provision of public access to congressional and other Government information products through statutorily-established information dissemination programs under the Superintendent of Documents.

All other GPO functions and activities—including the production of U.S. passports for the State Department as well as secure credentials for congressional and agency use, the procurement of information products and services in partnership with the private sector, the sales of Government information products and services to the public, and related operations—are financed on a reimbursable basis through GPO's business-like Revolving Fund, which is authorized through the annual Legislative Branch Appropriations bill.



GPO

Background

With just 2,200 employees, GPO is the Federal Government's primary centralized resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the U.S. Government in digital and tangible forms. The agency is responsible for the production and distribution of information products for all three branches of the Federal Government, including U.S. passports for the Department of State as well as the official publications of Congress, the White House and other Federal agencies, and the courts.

Along with sales of publications in digital and tangible formats to the public, GPO supports openness and transparency in Government by providing permanent public access to Federal Government information at no charge through its Federal Digital System (www.fdsys.gov), which has more than 250,000 Federal titles online and sees more than 25 million documents downloaded every month, and through partnerships with approximately 1,220 libraries nationwide participating in the Federal Depository Library Program. In addition to GPO's Web site, www.gpo.gov, we communicate with the public routinely via Twitter twitter.com/USGPO, YouTube www.youtube.com/user/gpoprinter, and Facebook www.facebook.com/USGPO.

We first opened our doors for business 150 years ago, on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President. Our mission can be traced to the requirement in Article I of the Constitution that each House of Congress shall keep a journal of its proceedings and from time to time publish the same. Representative Robert A. Brady put a statement in the *Congressional Record* recognizing GPO's anniversary, which I'm pleased to include with this statement.

For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, we produce the documents and publications required by the legislative and oversight processes of Congress, including the daily *Congressional Record*, bills, reports, legislative calendars, hearings, committee prints, and other documents, as well as stationery, franked envelopes, and other materials such as memorials and condolence books, programs and invitations, phone books, and the other products needed to conduct the business of Congress. The printing we produce for Congress ranges from 5.5 cents per page on our digital production systems to a penny or less on our offset systems, compared with nearly 7 cents per page for documents printed from the kind of office printers typically used throughout the Government and Capitol Hill. We also detail expert staff to support the information product requirements of House and Senate committees and congressional offices such as the House Office of Legislative Counsel.

The production of the *Congressional Record* alone is a remarkable job, averaging about 170 pages per issue but ranging in size from a few pages to hundreds of pages per night depending on the amount of business transacted, all formatted, paginated, proofed, corrected, uploaded for online access, printed, and delivered overnight, every night Congress is in session. The history of our Nation as revealed in the proceedings of Congress is preserved for generations to come in the permanent edition of the *Congressional Record* and in the *Congressional Serial Set*, containing all the numbered reports and documents of each Congress and published continuously since 1817, both produced by GPO.



Since taking office in early January, I've met with the Clerk of the House and the Secretary of the Senate and various Members and staff, and have heard repeatedly about the utility of the products we provide for Members and staff in performing the work of their offices and their committees. Ensuring that utility—supporting Congress in carrying out its constitutional legislative function—is our most important job. In addition, with the Library of Congress and the National Archives, the work we perform is a basic part of Government openness and transparency, and an integral part of the creation and preservation of the record of our Government for the American people.

GPO and Digital Information Technologies

As Archivist of the United States David Ferriero recently said, GPO has not rested with drums of printer's ink and rolls of paper measured by the ton. Our present and future are clearly being defined by digital technology, and digital technology itself has radically changed the way printing is performed today. This is especially true where the information products used by the House and the Senate are concerned. GPO's conversion to digital databases for the composition of congressional publications occurred more than a generation ago. Today the activities associated with creating congressional information databases comprise the majority of the work funded by our annual Congressional Printing and Binding Appropriation.

In addition to using these databases to produce printed products as required by Congress, we upload them to the Internet via our online information system, known previously as *GPO Access* and today as GPO's Federal Digital System (FDsys). Since we first went online with congressional information in 1994, these systems have provided Congress and the public with the definitive source not only of legislative but executive and judicial information online.

Our creation of digital databases of congressional information from which we can print and provide online public access has dramatically increased productivity and reduced costs to the taxpayer. As our budget submission shows, our digital production systems have reduced the level of the Congressional Printing and Binding Appropriation by more than two-thirds in constant dollar terms since 1975 while expanding our information capabilities exponentially.

GPO's congressional database systems also form the basic building blocks of other information systems supporting Congress. Our congressional information databases for the *Congressional Record*, bills, reports, and other legislative documents are provided directly to the Library of Congress to support its THOMAS system as well as the legislative information systems the Library makes available to House and Senate offices. GPO and the Library are also collaborating on the digitization of the *Congressional Record* back to its first issue in 1873 and the *Statutes at Large* to make them more broadly available to Congress and the public, and we are jointly developing a new process for updating the digital edition of the *Constitution Annotated* as prepared by the Congressional Research Service.

GPO's digital systems support other key Federal publications, including the annual *U.S. Budget* and, most importantly, the *Federal Register* and associated products, which we also produce. Through GPO's efforts, the online *Federal Register* is being made available in extensible markup language (XML) to support bulk data downloads via www.data.gov, and with the Office of the Federal Register we developed the online *Federal Register 2.0*, an innovative approach to making information on Federal regulations and related documents available to the public. Our advanced authentication systems, supported by public key infrastructure (PKI), are an essential component for assuring the digital security of congressional and agency documents.

The other major products that GPO produces are U.S. passports for the Department of State, the premier component of our secure and intelligent documents business unit. At one time no more than a conventionally printed document, the U.S. passport today incorporates a chip and antenna array capable of carrying biometric identification data, which with other security features has transformed this document into the most secure identification credential obtainable. We have also developed a line of secure identification "smart cards" used by a number of Federal agencies, including the Department of Homeland Security for certain border crossing documents, and we produced secure law enforcement credentials for use by the U.S. Capitol Police during the 2009 Presidential inauguration. Our secure credential unit has been certified as the only government-to-government provider of credentials meeting the requirements of Homeland Security Presidential Directive 12 (HSPD-12).

GPO in Partnership with Industry

Other than congressional and inherently governmental work such as the *Federal Register*, the *U.S. Budget*, and secure and intelligent documents, we produce virtually all other information product requirements via contract through a longstanding partnership with the private sector printing industry. Our procurement operation handles approximately 75% of all work sent to GPO for production, amounting to \$450 million to \$500 million annually. This system is one of the Government's longest running and most successful programs of utilizing the private sector, which is represented by more than 16,600 individual firms registered to do business with us, the vast majority of whom are small businesses averaging 20 employees per firm.



Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American. This partnership provides great economic opportunity for the private sector.

GPO and Open, Transparent Government

Producing and distributing the official publications of our Government fulfills an informing role originally envisioned by the Founders, when James Madison said:

A popular Government without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy, or perhaps both. Knowledge will forever govern ignorance, and a people who mean to be their own Governors, must arm themselves with the power which knowledge gives.

A key mechanism for this purpose is the Federal Depository Library Program, which today serves millions of Americans through a network of some 1,220 public, academic, law, and other libraries located in virtually every congressional district across the Nation. These libraries are critical links between “We the People” and the information provided by the Federal Government. GPO provides the libraries with information products in online or tangible formats. The libraries in turn make these available to the public at no charge and provide additional help and assistance to depository library users. One of the other programs we operate is in fulfillment of an international treaty. Under it, we distribute certain Federal publications to other governments abroad as designated by the Library of Congress. In return, they send the Library copies of their official publications, which the Library then makes available for the use of Congress and the public. This helps maintain the universal nature of the Library’s collections, as Librarian of Congress James Billington recently pointed out.



Along with these programs, we also provide public access to the wealth of official Federal information through a sales program featuring secure ordering through an online bookstore for GPO sales publications and a partnership with the private sector to offer Federal publications as e-Books. In addition, we operate information distribution programs for other Federal agencies on a reimbursable basis, including the General Services Administration’s Consumer Information Center publications

Recent Actions

Since taking office on January 3 this year, my management team and I have worked to reduce spending and ensure that GPO’s finances remain sound in the face of ongoing constraints on the Federal budget. In January we reduced our appropriations request for FY 2012 by more than \$5 million from what was originally submitted to OMB. We cut GPO’s annual spending plan as previously submitted to the Joint Committee on Printing by \$15 million and implemented controls on hiring, travel, certain contractual services, and related discretionary accounts. We realigned GPO’s organization so the Chief Financial Officer reports directly to me rather than through subordinate officers, and implemented a task force on recovery of outstanding payments from Federal agencies. We are surveying congressional offices on their continued need for GPO printed products. In addition, we are ensuring continuity of ongoing initiatives such as the development of FDsys, support for our Oracle suite of business enterprise services, and planning for continuity of operations (COOP). We are also pursuing additional revenue opportunities, particularly in the field of secure credentialing, as well as increased utilization of our printing procurement capability by Federal agencies.

My meetings with the Clerk of the House and the Secretary of the Senate were to discuss how GPO can best assist them in supporting the needs of Congress. We have met with both staff and Members of the appropriations committees and assisted them in their effort to provide appropriations for the balance of this fiscal year in P.L. 112-10. We appreciate the support we received from the Subcommittee during this process. We fully understand the intention of Congress to control its spending and you will have our cooperation in meeting this goal.

FY 2012 Appropriations Request

For FY 2012, the budget we submitted in January requests a total of \$148,474,000. This was a reduction of \$5.2 million, or 3.4%, from the amount submitted to the Office of Management and Budget late last year.

Our funding request for FY 2012 is designed to:

- meet projected requirements for congressional information products and services as authorized by law, provide the necessary funds for materials required for the 2013 Presidential inauguration, and recover the shortfall in this account carried forward from FY 2009;
- fund the operation of GPO's statutory programs that provide public access to congressional and other Government information products nationwide; and
- continue the development of GPO's Federal Digital System (FDsys), which provides Congress, Federal agencies, and the public with no-fee digital access to a vast range of congressional and other Federal information products, and support our Oracle-based enterprise infrastructure.



P.L. 112-10 enacted reductions of \$12,393,676, or 8.4%, to GPO's appropriations for FY 2011. The request we submitted in January represented an increase of just .7% over the then-continuing appropriation level, inclusive of two one-time only requirements: inaugural funding and liquidation of a prior year shortfall. With the reduction enacted by P.L. 112-10, the request now represents an increase of \$13,406,676, or 9.9%. We are prepared to work with the Subcommittee to achieve a level of funding for FY 2012 commensurate with Congress' funding goal that does not impair our ability to provide essential services to Congress, Federal agencies, and the public.

Congressional Printing and Binding Appropriation

The request we submitted in January is \$100,001,000 for this account to cover the estimated cost of congressional information products and services as authorized by law. This represents an increase of \$6,420,536 over the level provided by P.L. 112-10.

Of the increase, \$1,400,000 is estimated to be required for work to support the 2013 Presidential inaugural and \$1,390,000 is required to fund the shortfall in this appropriation carried forward from FY 2009. A total of \$2,909,000 is for estimated volume increases in certain work

categories—principally the *Congressional Record*, business calendars, and hearings—offset by estimated volume decreases in other categories, primarily miscellaneous publications and bills. The estimated changes in volume are based on historical data for a second session year including a Presidential election. The increase also includes \$534,000 for price level changes averaging .6% that are attributable to existing wage contracts and projected cost increases for materials and supplies. A total of \$187,536 is included in the increase as a result of the reduction made to this account by P.L. 112-10.

Salaries and Expenses Appropriation of the Superintendent of Documents

The request we made in January is \$42,173,000 for this account to support public access to congressional and other Government information products through GPO's statutory information dissemination programs, primarily the Federal Depository Library Program. Our request represents an increase of \$2,341,822 over the level approved in P.L. 112-10.

Included in the increase is \$196,000 for mandatory pay costs (pertaining only to within-grade increases) and price level changes, \$262,000 for the level of GPO overhead required to be distributed to Salaries and Expenses programs, and \$304,000 for FDsys annual operating costs attributable to Superintendent of Documents programs. In addition, we are requesting \$500,000 to continue legacy systems migration and modernization costs, as well as historical digitization projects approved by the Joint Committee on Printing that involve collaboration with the Library of Congress. A total of \$1,079,822 is included in the increase as a result of the reduction made to this account by P.L. 112-10.



As noted above, there is an unexpended balance of \$2,700,000 in the Salaries and Expenses Appropriation from FY 2006 that could be transferred to the Revolving Fund under current law. If the transfer is approved by the Appropriations Committees, it would reduce our request for new funding to the Salaries and Expenses appropriation by that amount.

Revolving Fund

We are requesting \$6,300,000 for this account, to remain available until expended, to fund essential investments in information technology development. These include \$5,000,000 to continue developing FDsys and \$1,300,000 for support for our Oracle-based enterprise infrastructure. GPO has requested these funds as additions to the revolving fund's working capital to enable the fund to continue financing other routine investments in upgrades of technology, equipment, and plant modernization. Our request originally represented a reduction of \$6,482,000 from the FY 2010 continuing appropriation. It now represents an increase of \$4,644,318 over the amount included in P.L. 112-10.

Mr. Chairman, Representative Honda, and Members of the Subcommittee, this concludes my prepared statement. We look forward to working with you and the Subcommittee in your consideration of our appropriations request for FY 2012.

EXTENSIONS OF REMARKS

CONGRATULATIONS AND BEST WISHES TO THE GPO

HON. ROBERT A. BRADY

OF PENNSYLVANIA

IN THE HOUSE OF REPRESENTATIVES

Thursday, March 3, 2011

Mr. BRADY of Pennsylvania. Mr. Speaker, March 4, 2011, is the 150th anniversary of two important events in the history of our Nation. On this day in 1861, not far from this spot, Abraham Lincoln of Illinois took the oath of office as the 16th President of the United States. On that same day, the United States Government Printing Office opened for business, on the very site from which it operates today. From that day it has been the source of the legislative documents we need—the CONGRESSIONAL RECORD, hearing transcripts, committee reports, bills, calendars, and other congressional documents—in digital and printed form to carry out our work for the people we represent.

The GPO traces its roots to the very beginning of our Republic. At the Constitutional Convention of 1787, held in my hometown, Delegate James Wilson of Pennsylvania declared, “The people have a right to know what their agents are doing or have done, and it should not be in the option of the legislature to conceal their proceedings.” Wilson’s words helped lead to the adoption of the requirement in Article I, section 5 of the Constitution that “Each House shall keep a Journal of its Proceedings, and from time to time publish the same . . .”

Following the example of Philadelphia’s greatest citizen, Benjamin Franklin—the patron saint of printing in America, who had been an early provider of “publick printing,” the documents needed by government—the first Congresses took steps to ensure that their proceedings, records, and legislative documents were printed and made available to the public. By the mid-19th century, however, the high costs, ineffective service, and scandals that came to be associated with this system prompted Congress to create its own printer, the GPO. This effort was rewarded almost immediately with a reduction in costs, vastly improved service, and the elimination of scandal. Put to the test early in meeting the emergency demands imposed by the Civil War, the new GPO carried out its work coolly and professionally, counting among its early jobs the printing of the Emancipation Proclamation. In the 150 years that followed, this pattern—economy, efficiency, and prompt and effective service—continued to repeat itself as GPO, quietly and expertly, has carried out its mission of keeping America informed.

As the new Public Printer, William J. Boorman, clearly points out, while GPO’s past has been about printing, its present and future are being defined by digital information technologies. In fact, the GPO today is the product of more than a generation of investment in digital production and dissemination technologies, an investment that has yielded un-

precedented improvements in productivity, capability, and savings for the taxpayers. Once an agency of more than 8,000 staff and employing just 2,200 today, fewer than at any time in the past century, the GPO now provides a range of products and activities that could only have been dreamed of 30 years ago: online databases of Federal documents with state-of-the-art search and retrieval capabilities available to the public without charge, Government publications available as e-Books, passports and smart cards with electronic chips carrying biometric data, print products on sustainable substrates using vegetable oil based inks, and a public presence not only on the Web but on Twitter, Facebook, and YouTube.

The work of the GPO is so fundamental to our work that we frequently lose sight of all the services they actually provide. We like to say that all congressional information is on the Internet, but many of us don’t seem to know that it’s the GPO that puts that information online on its site, GPO Access, and now on the successor site, FDsys. GPO’s legislative information databases are shared with the Library of Congress for the operation of the THOMAS information system and for the legislative information systems provided by the Library to the House and Senate. The GPO makes Senate conference reports available online in advance of a vote, and the agency is developing a system for making the Constitutional Authority Statements required for House legislation available online. The GPO is currently working with the Library of Congress to digitize historical documents, including the Statutes at Large and the CONGRESSIONAL RECORD, and in collaboration with the Library GPO will provide updated digital access to the Constitution Annotated. Since GPO first began computerizing its prepress functions in the 1970s, the agency’s use of digital information technology has generated productivity improvements that have reduced the cost of congressional information products by approximately 66% in real economic terms. Since GPO first began providing free online access to Government documents in the early 1990s, similar reductions have been achieved in the cost of disseminating information to the public.

And the GPO does more than just support Congress. Through GPO’s efforts, the online Federal Register is being made available in XML to support bulk data downloads via data.gov and GPO developed the online Federal Register 2.0. GPO’s advanced authentication systems, supported by Public Key Infrastructure, are an essential component for assuring the digital security of congressional and agency documents. GPO produces all U.S. passports for the State Department and secure credentials for a variety of agencies, including the Department of Homeland Security. Passports contain advanced electronic and print security systems consistent with international standards and agreements. GPO is the only Federal agency certified to graphically personalize/print HSPD-12 secure identification cards on a government-to-government

basis. In addition, GPO’s partnership with the printing industry is responsible for producing 75% of the Government’s needs and enormous savings to the taxpayer, while supporting tens of thousands of jobs in the small printing businesses throughout the Nation, and its partnership with more than 1,200 Federal depository libraries across the country regularly supplies the Federal information needs of millions of students, researchers, businesses, and others every year with both digital and print products.

In a day when we are working hard to cut costs and improve services, the GPO provides a model of how an agency with a history of taking advantage of technological change has used that capability to generate lasting savings while expanding services to Congress, Federal agencies, and the public. The dedicated men and women of GPO have resorted continually to technology improvements to perform their work more efficiently, at one time using ink on paper to set the text for The Emancipation Proclamation, and today—as another President from Illinois leads the Nation—using e-Books, digital databases, and other new and emerging applications to achieve its founding mission of Keeping America Informed.

Mr. Speaker, Benjamin Franklin and the Founding Fathers would be surprised and pleased by what the GPO is and does today. On behalf of all us in this House who daily rely and depend on the products and services the GPO provides, I say congratulations and best wishes to Public Printer Bill Boorman and the men and women of the United States Government Printing Office, and convey our thanks and deepest appreciation for all their hard work.

HONORING JARON WALKER
HENDRIX

HON. SAM GRAVES

OF MISSOURI

IN THE HOUSE OF REPRESENTATIVES

Thursday, March 3, 2011

Mr. GRAVES of Missouri. Mr. Speaker, I proudly pause to recognize Jaron Walker Hendrix. Jaron is a very special young man who has exemplified the finest qualities of citizenship and leadership by taking an active part in the Boy Scouts of America, Troop 75, and earning the most prestigious award of Eagle Scout.

Jaron has been very active with his troop, participating in many scout activities. Over the many years Jaron has been involved with scouting, he has not only earned numerous merit badges, but also the respect of his family, peers, and community. Most notably, Jaron has contributed to his community through his Eagle Scout project.

Mr. Speaker, I proudly ask you to join me in commending Jaron Walker Hendrix for his accomplishments with the Boy Scouts of America and for his efforts put forth in achieving the highest distinction of Eagle Scout.

● This “bullet” symbol identifies statements or insertions which are not spoken by a Member of the Senate on the floor.

Matter set in this typeface indicates words inserted or appended, rather than spoken, by a Member of the House on the floor.

Public Printer William J. Boarman

**Opening Remarks Before the House Legislative Branch Appropriations Subcommittee
Wednesday, May 11, 2011, 10 a.m.**

Mr. Chairman, thank you for the opportunity to be here today.

The funding picture has changed since we submitted our appropriations request in January. At that time, our request was about level with the continuing resolution. Now, it would represent a significant increase over our 2011 funding.

We know Congress is facing hard choices in providing funding for next year. Like others, we know we will have to make hard choices ourselves in doing more with less. We're prepared to work with you on setting a funding level that gives us the resources we need to carry out the work you give us in the coming year. To begin that discussion, I want to be clear about the work GPO does.

In spite of our name, GPO today is essentially a digital platform for the production and delivery of congressional information products in the forms and formats Congress requests.

Printing is what many people see when they look at us but it's only the tip of the iceberg in what we do. Most people don't know that it's GPO that puts congressional and agency information on the Internet. We've been doing that since 1994. Our Federal Digital System (FDsys) has more than 250,000 Federal titles online and sees more than 25 million documents downloaded free of charge by the public every month.



The printed products we produce are in the quantities ordered by Congress. We don't print any more than we are required to produce. To ensure that those quantities are what Congress wants, we're conducting a comprehensive survey of congressional offices on their needs for printing. It's the first-ever survey of its kind.

Up to 70% of the cost of congressional printing is for the prepress functions to create the digital product. After the initial costs of set up on press and binding, we print at incremental rates that can run from about a penny up to 5.5 cents per page. By contrast, the cost of printing documents on office laser printers is much more expensive—up to 7 cents per page.

Over the years, the efficiencies we've generated have cut the cost of information products for Congress by more than two-thirds in real economic terms. We've reduced from 8,000 employees when I was a GPO proofreader 35 years ago to just 2,200 today. Yet more people have more access to congressional information through us than ever before. That's a remarkable achievement. All this has been achieved by an agency with an unmatched technological capability, backed by an expert, dedicated staff.

We recover our costs by charging for printing. Our digital platform that supports congressional information products is funded almost entirely from the rates we charge for our print products.

The rates we charge for printing also fund the costs of operating GPO as an agency, including the costs for essential functions like security, finance, EEO, personnel, and an inspector general. Unlike other legislative branch agencies, we don't get separate funds for these costs. We have to recover them through the printing work we perform. If we cut printing, I want to make sure we are not cutting into the digital platform that supports Congress or our ability to run the GPO the way you want us to.

I also want to make sure we are not opting for the false economy of a printing system that relies on office printers. Such systems can be far more expensive than what we're doing now.

Mr. Chairman, we know Congress is looking for ways to reduce costs. We get that. We've been one of Congress's leading partners in saving money through transformation to a digital information enterprise, and we will help you get there. We have appreciated working with this Subcommittee and your superb staff. I know you will give our request full and fair consideration.

Thank you, and I will be happy to answer any questions you may have.

