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## **Prepared Statement before the Committee on House Administration, U.S. House of Representatives**

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On Transforming GPO for the  
21st Century and Beyond

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Wednesday, May 17, 2017

1310 Longworth House Office Building

11 A.M.



**U.S. GOVERNMENT PUBLISHING OFFICE**

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Washington, DC 20401-0001

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Chairman Harper, Ranking Member Brady, and Members of the Committee: Good morning. I am pleased to be here to provide you with information on the topic of “Transforming the U.S. Government Publishing Office (GPO) for the 21st century and Beyond.”

To meet the needs of the 21st century and beyond, the GPO has been successfully transforming from a print-centric manufacturing facility to a content-centric publishing operation, all within the current framework of Title 44. This transformation is based upon the belief that our stakeholders, which include Congress, Federal Government agencies, and the public, rely increasingly upon a digital information environment. Our transformation is based on strong public and private sector partnerships. We have been able to develop a diversified and integrated product and services portfolio that leverages the technological expertise of the private sector, provides multiple job opportunities within the business community, and offers a cost-efficient set of products and services for Congress, Federal agencies, and the taxpayer as a print broker, a product integrator, and a developer of digital information solutions.

Our transformation accomplishments have been recognized with awards for Digital Government Achievement, Graphic Design, and most recently, an Innovator of the Year award from *In-Plant Graphics* magazine. In 2014, Congress and the President recognized the successful impact of the publishing transformation process by re-designating our name to the Government Publishing Office. I want to take this opportunity to formally thank the hard working men and women of the GPO who believe in our mission of *Keeping America Informed*. The results of the recent Office of Personnel Management’s Federal Employee Viewpoint survey indicate that our employees rate their experience at GPO higher than Government-wide scores. They consider GPO a good place to work. Through their efforts and their commitment to excellence, the GPO is in a good position to meet the needs of the 21st century and beyond.



## THE U.S. GOVERNMENT PUBLISHING OFFICE

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GPO is the OFFICIAL, DIGITAL, SECURE resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the Federal Government.

Under Title 44 of the U.S. Code, we are responsible for the production and distribution of information products for all three branches of the Government, including the official publications of Congress and the White House, U.S. passports for the Department of State, and the official publications of other Federal agencies and the courts. Once primarily a printing operation, we are now an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. We currently employ approximately 1,700 staff.

Along with sales of publications in digital and tangible formats to the public, we support openness and transparency in Government by providing permanent public access to Federal Government information at no charge through our Federal Digital System (FDsys, at [www.fdsys.gov](http://www.fdsys.gov)) and its newly introduced successor system [govinfo \(www.govinfo.gov\)](http://www.govinfo.gov). Today these systems make more than 1.6 million Federal titles available online from both GPO and links to servers in other agencies. In 2016 FDsys averaged nearly 40 million retrievals per month. We also provide public access to Government information through partnerships with approximately 1,150 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

In addition to GPO's Web site, [gpo.gov](http://gpo.gov), we communicate with the public routinely via social media, including Facebook [facebook.com/USGPO](https://www.facebook.com/USGPO), Twitter [twitter.com/USGPO](https://twitter.com/USGPO), YouTube [youtube.com/user/gpoprinter](https://www.youtube.com/user/gpoprinter), Instagram [instagram.com/usgpo](https://www.instagram.com/usgpo), LinkedIn [linkedin.com/company/u.s.-government-printing-office](https://www.linkedin.com/company/u.s.-government-printing-office), and Pinterest [pinterest.com/usgpo/](https://www.pinterest.com/usgpo/).

**History** From the Mayflower Compact to the Declaration of Independence and the papers leading to the creation and ratification of the Constitution, America is a nation based on documents, and our governmental tradition since then has reflected that fact. Article I, section 5 of the Constitution requires that "each House shall keep a journal of its proceedings and from time to time publish the same." After years of struggling with various systems of contracting for printed documents that were beset with scandal and corruption, in 1860 Congress created the Government Printing Office as its official printer. GPO first opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President.

Since that time, GPO has produced and distributed the official version of every great American state paper and an uncounted number of other Government publications, documents, and forms. These documents include the Emancipation Proclamation, the legislative publications and acts of Congress, Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, passports, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Afghanistan, the *9/11 Commission Report*, Presidential inaugural addresses, and Supreme Court opinions. This work goes on today, in both digital as well as print formats.



In 2016, GPO published our official history, *Keeping America Informed / The U.S. Government Publishing Office / A Legacy of Service to the Nation, 1861-2016* (Washington: GPO, 2016), followed in 2017 by the publication of a collection of GPO's historical photos, many never before seen by the public: *Picturing the Big Shop: Photos of the U.S. Government Publishing Office, 1900-1980* (Washington: GPO, 2017).

**Strategic Vision** GPO is transforming from a print-centric to a content-centric publishing operation. Our implementation of a digital transformation is consistent with the recommendations submitted by the National Academy of Public Administration (*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013), a report commissioned by Congress regarding our transition to a digital future.

GPO is continually developing an integrated, diversified product and services portfolio that focuses primarily on digital. At the same time, we recognize that some tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, though its use will continue to decline.

Our strategic plan, which is available for public review at [gpo.gov/about](http://gpo.gov/about), is built around four goals: satisfying our stakeholders, offering products and services, strengthening our organizational foundation, and engaging our workforce. The plan provides the blueprint for how GPO will continue to achieve its mission of *Keeping America Informed* with an emphasis on being OFFICIAL, DIGITAL, SECURE. GPO's senior managers convene at the beginning of each fiscal year to review the plan and approve it before it is issued.

**Technology Transformation** GPO has continually transformed itself throughout its history by adapting to changing technologies. In the ink-on-paper era, this meant moving from hand-set to machine typesetting, from slower to high-speed presses, and from hand to automated bookbinding. These changes were significant for their time.

Yet those changes pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began in 1962 when the Joint Committee on Printing directed the agency to implement a new system of computer-based composition. That order led to the development of GPO's first electronic photocomposition system, which by the early 1980's had completely supplanted machine-based hot metal typesetting. Following the enactment of the GPO Electronic Information Access Enhancement Act in 1993, the databases generated by our composition system were uploaded to the internet via GPO's first website, *GPO Access*, vastly expanding the agency's information dissemination capabilities. Those functions continue today with FDsys and the newly introduced **govinfo** on a more complex and comprehensive scale.

As a result of these sweeping technology changes – digital products, equipment, and processes – GPO is now fundamentally different from what it was as recently as a generation ago. It is smaller, leaner, and equipped with digital production capabilities that are the foundation of the information systems relied upon daily by Congress, Federal agencies, and the public to ensure open and transparent Government in the digital era. As we prepare for the Government information environment and technology challenges of the future, our transformation is continuing with the development of new ways for delivering Government information.



**GPO and Congress** For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, GPO publishes the documents and publications required by the legislative and oversight processes of Congress in digital and tangible formats. This includes the daily *Congressional Record*, bills, reports, legislative calendars, hearings, committee prints, and documents, as well as stationery, franked envelopes, memorials and condolence books, programs and invitations, phone books, and the other products needed to conduct the business of Congress. We also detail expert staff to support the publishing requirements of House and Senate committees and congressional offices such as the House and Senate Offices of Legislative Counsel. We work with Congress to ensure the provision of these services under any circumstances.

Today the activities associated with creating congressional information databases comprise the majority of the work funded by our annual Congressional Publishing Appropriation. Our advanced digital authentication system, supported by public key infrastructure (PKI), is an essential component for assuring the digital security of congressional publications. The databases we build are made available for providing access to congressional publications in digital formats as well as their production in tangible formats.

GPO's congressional information databases also form the building blocks of other information systems supporting Congress. For example, they are provided directly to the Library of Congress to support its **Congress.gov** system as well as the legislative information systems the Library makes available to House and Senate offices. GPO has been an active participant in the Legislative Branch Bulk Data Task Force, working with the Library to prepare summaries and status information for House and Senate bills in XML bulk data format. We are also collaborating with the Library on the digitization of historic printed documents, such as the *Congressional Record*, to make them more broadly available to Congress and the public.

The use of electronic information technologies by GPO has been the principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980, as GPO replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.6 million, the equivalent in today's dollars of \$268.3 million. By comparison, our approved funding for FY 2016 was \$79.7 million, a reduction of more than 70% in constant dollar terms.

Since 2010, we have achieved a 23% reduction in the constant dollar value of the Congressional Publishing Appropriation, consistent with the continuing transformation of our technology profile, the control of costs, and collaboration with Congress in carrying out the most effective measures for meeting the information product needs of the Senate and House of Representatives. Our Congressional Publishing Appropriation for FY 2014-2017 to date has been flat.

Productivity increases resulting from technology have enabled us to make substantial reductions in our staffing requirements while continuing to improve services for Congress. In 1980, total GPO employment was 6,450. At the end of FY 2016, we had just 1,726 employees on board, representing a reduction of 4,724, or more than 73%, since 1980. Our workforce levels over the past two years remain the lowest of any time in the past century.

**GPO and Federal Agencies** Federal agencies are major generators of information in the United States, and GPO produces their information products for official use and public access. Federal agencies and the public also rely on a growing variety of secure credentials that we produce, including travelers holding U.S. passports, members of the public who cross our borders frequently, and other users. Our digital systems support key Federal agency publications, including the annual *Budget of the U.S. Government* and, most importantly, the *Federal Register* and associated products. As it does for congressional documents, our digital authentication system, supported by public key infrastructure (PKI), assures the digital security of agency documents.



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

**Security and Intelligent Documents** For nearly a century GPO has been responsible for producing U.S. passports for the Department of State (DOS). At one time, no more than a conventionally printed document, the U.S. passport since 2005 has incorporated a digital chip and antenna array capable of carrying biometric identification data. With other security printing features, this document – which we produce in Washington, DC, as well as a secure remote facility in Mississippi – is now the most secure identification credential obtainable. In 2016, GPO produced 20,199,550 passports, an increase of 32.9% from the year before. Over the past decade GPO has produced more than 140 million passports for DOS. Throughout 2016, we continued with facility changes and equipment installation and testing in support of the planned next generation passport.

Since 2008, we have also served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. We have been certified by the General Services Administration (GSA) to graphically personalize Homeland Security Presidential Directive 12 (HSPD-12) cards for Federal agencies. GSA certified that we comply with Federal Information Processing Standard 201, which sets requirements to ensure that identification cards are secure and resistant to fraud.

As of early 2017, we had produced more than 12.9 million secure credential cards across 10 different product lines (counting as one product line the family of cards for DHS). Among them are the Trusted Traveler Program's (TTP) family of border crossing cards – NEXUS, SENTRI, FAST, and Global Entry – for the Department of Homeland Security (DHS), which are used by frequent travelers across U.S. borders. Another card produced for DHS is the Transportation Worker Identity Card (TWIC). We produce a Border Crossing Card (BCC) that is issued by DOS for authorized travel across the Mexican border. We also produce secure law enforcement credentials for the U.S. Capitol Police that are used in Presidential inaugurations. This program has been validated by the National Academy for Public Administration and the GAO.

**GPO's Partnership with Private Sector Industry** Other than congressional and inherently governmental work such as the *Federal Register*, the *Budget*, and security and intelligent documents, we produce virtually all other Federal agency information products via contracts with the private sector printing and information product industry issued by our central office and regional GPO offices around the country. In 2016, this work was valued at approximately \$360 million, an increase of 6.5% over the previous year. More than 9,000 individual firms are registered to do business with us, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American. This partnership provides significant economic opportunity for the private sector.

**GPO and Open, Transparent Government** Producing and distributing the official publications and information products of the Government fulfills an informing role originally envisioned by the Founders, as James Madison once said:

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

GPO operates a variety of programs and activities that provide the public with “the means of acquiring” Government information that Madison spoke of. These programs include the Federal Depository Library program (FDLP), FDsys and **govinfo**, Publications Information Sales, Reimbursable Distribution, and social media.

**Federal Depository Library Program** Authorized today by chapter 19 of Title 44, U.S.C., the FDLP has legislative antecedents that date to 1813, when Congress first authorized congressional documents to be deposited at the American Antiquarian Society in Worcester, MA, for the use of the public. Since then, Federal depository libraries have served as critical links between “We the People” and the information made available by the Federal Government. GPO provides the libraries with information products in digital and, in some cases, tangible formats, and the libraries in turn make them available to the public at no charge while providing additional assistance to depository library users.



The FDLP today serves millions of Americans through a network of approximately 1,150 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. Once limited to the distribution of printed and microfiche products, the FDLP today is primarily digital, supported by FDsys and **govinfo** along with other digital resources. This overwhelming reliance on digital content allowed for the first digital-only Federal depository library designation in 2014. In FY 2016, one new Federal depository library was designated as digital-only, while three existing depository libraries converted to all-digital status.

**Federal Digital System (FDsys)** We have been providing access to digital congressional and Federal agency documents since 1994 under the provisions of P.L. 103-40, beginning with a site known as *GPO Access*. Fifteen years later, *GPO Access* was retired and a significantly re-engineered site debuted as GPO's Federal Digital System. FDsys provides the majority of congressional and Federal agency content to the FDLP as well as other online users.

Online access to Federal documents provided by GPO has reduced the cost of providing public access to Government information significantly when compared with print, while expanding public access dramatically through the internet. In 2016, FDsys grew to make more than 1.6 million titles from the legislative, executive, and judicial branches available online from our servers and through links to other agencies and institutions. The system averaged nearly 40 million retrievals per month.

In 1995, the first full year of our online operations, the cost of producing and distributing millions of copies of printed publications to Federal depository libraries nationwide was funded at \$17.6 million, the equivalent today of \$27.9 million in constant dollars. For FY 2016, we funded this function at \$8.5 million, a reduction of more than 69% in constant dollar terms. Along with appropriations to GPO's Business Operations Revolving Fund, we have used the savings from reduced printing and distribution costs to pay for the establishment and operation of our digital information dissemination operations, achieving additional savings for the taxpayers and vastly expanding public access to Government information.

**Govinfo** In early 2016, we unveiled the next generation of our public access system with the introduction of **govinfo**. Though in beta, **govinfo** improves upon FDsys with a modern, easy-to-use look and feel that syncs with the need of today's Government information users for quick and effective digital access across a variety of digital platforms. Following a period of testing and iteratively developing the system's features, **govinfo** will become GPO's primary public access system—the third such system since we inaugurated online access in 1994—and FDsys will be retired from service.

**Publication and Information Sales Program** Along with the FDLP and our online dissemination system, which are no-fee public access programs, GPO provides access to official Federal information through public sales as authorized by chapter 17 of Title 44, U.S.C. These feature secure ordering through an online bookstore (**bookstore.gpo.gov**), a bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector that offer Federal publications as eBooks. As a one-stop shop for eBook design, conversion, and dissemination, our presence in the eBook market continues to grow. We now have agreements with Apple iTunes, Google Play, Barnes & Noble, OverDrive, Zinio, EBSCO, ProQuest and other online vendors to make popular Government titles such as the *Public Papers of the President-Barack Obama*, *Unsettled: A Story of U.S. Immigration*, and *Workout to Go* available as eBooks. We also offer a print-on-demand service for sales titles through Amazon and others, which enables us to offer more titles and avoid the expense of additional warehousing.



**Reimbursable Distribution Program** Since the early 1970s, we have operated distribution programs for the information products of other Federal agencies on a reimbursable basis, including the General Services Administration (GSA) and the Federal Trade Commission (FTC), from our facilities in Pueblo, CO, and Laurel, MD. This program saves money for participating agencies by permitting them to take advantage of GPO's centralized capabilities and economies of scale. The program is now providing distribution services, bulk storage, and a web-based order module out of the Laurel facility for two Department of Agriculture publications, *Team Nutrition and Supplemental Nutrition Assistance Program*, distributing more than 3.1 million copies since the program began in August 2015. The Laurel facility is also now providing bulk storage and distribution services for Department of Justice publications.

**GPO and Social Media** We use Facebook, Twitter, YouTube, Instagram, LinkedIn, Pinterest, and a blog to share information about GPO news and events and to promote specific publications and products. By the end of 2016, we had 7,530 likes on Facebook, 7,053 followers on Twitter, and 189,253 views across 75 videos on YouTube. On Pinterest, we had 749 followers pinning on 17 boards of Federal Government information. We also had 569 followers with 930 posts on Instagram and 3,069 followers on LinkedIn. Our blog, *Government Book Talk*, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions.

**GPO's Space-Sharing Program** GPO is housed in 4 interconnected buildings, all of them listed in the District of Columbia's inventory of historic buildings. Over time, these buildings have been modified to meet changing technology requirements. Today, they 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.

As reported by the National Academy of Public Administration in 2013, "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." GPO's Buildings 1-3 measure about 1.25 million square feet altogether, but total usable space is about 825,000 square feet (of which about 91,000 square feet is the unfinished basement, used for storage).

Of the remaining 733,000 square feet, about 94,300 square feet of office, industrial, and storage space (or 13%) plus several parking spaces are currently assigned to continuing space leasing arrangements with the Architect of the Capitol, the U.S. Capitol Police, the Senate Sergeant at Arms, and the U.S. Commission for International Religious Freedom. These generate annual revenues to GPO of nearly \$2 million. (GPO leases another 4,000 square feet of space to the USCP every 4 years to support the Presidential Inauguration, and small packages of space plus limited parking are available for assignment to meet other temporary legislative branch needs). This month, the Office of the Federal Register is relocating into 17,000 square feet of reconditioned office space in GPO's Building 1, a move that will generate an additional \$600,000 in annual revenue.

GPO's Building 4 has a gross area of approximately 170,000 square feet, of which about 30,000 square feet is not used for GPO operations. This space, along with about 25,000 square feet in GPO's Building 1, will be configured by the National Archives and Records Administration





to serve as its congressional archives space, a project that has the support of the offices of the Clerk of the House and the Secretary of the Senate.

In its 2013 report, the Academy also observed that “as GPO continues to modernize plant operations, introduce more compact and efficient equipment, and downsize production space requirements, additional facilities savings and leasing appear to be possible.” However, since then GPO’s operational space requirements have expanded significantly with the introduction of equipment and necessary facilities modifications required to support production of the next generation passport, a project that has entailed the investment of an estimated \$100 million over the past 5 years, and which has involved improving more than 60,000 square feet of space for production and storage in areas where space was previously underutilized.

**GPO’s Finances** All GPO activities, which are operated in accordance with the provisions of section 309 of Title 44, U.S.C., financed through our Business Operations Revolving Fund. This business-like fund is used to pay all of our costs in performing congressional and agency publishing, information product procurement, and publications dissemination activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from our two annual appropriations: the Congressional Publishing Appropriation and the Public Information Programs of the Superintendent of Documents Appropriation.

GPO’s Congressional Publishing Appropriation is used to reimburse the Business Operations Revolving Fund for the costs of publishing the documents required for the use of Congress in digital and tangible formats, as authorized by the provisions of chapters 7 and 9 of Title 44, U.S.C. The Public Information Programs of the Superintendent of Documents Appropriation is used to pay for the costs associated with providing online access to, and the distribution of, publications to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange distribution. The reimbursements from these appropriations are included in the Business Operations Revolving Fund as revenue for work performed.

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

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

Under GPO’s system of accrual accounting, annual earnings generated since the inception of the Business Operations Revolving Fund have been accumulated as retained earnings. Retained earnings make it possible for us to fund a significant amount of technology modernization. However, appropriations for essential investments in technology and plant upgrades are requested when necessary.

GPO is accountable for its finances. Each year, GPO’s finances and financial controls are audited by an independent outside audit firm working under contract with GPO’s Office of Inspector General. For FY 2016, the audit concluded with GPO earning an “unmodified,” or clean, opinion on its finances, the 20th consecutive year GPO has earned such an audit result (<https://www.gpo.gov/pdfs/ig/audits/17-03.pdf>). In its final report, GPO’s independent auditor, KPMG LLP, asserted that:



In our opinion, the consolidated financial statements referred to above present fairly, in all material respects, the financial position of the United States Government Publishing Office as of September 30, 2016 and 2015, and the results of its operations and its cash flows for the years then ended in accordance with U.S. generally accepted accounting principles.

**FY 2016 Financial Results** GPO's business-like operations posted a strong financial performance for FY 2016, as confirmed by a recently concluded independent audit of our finances. Revenue totaled \$875.3 million, up from \$773.4 million in FY 2015, the result of an increase in passport as well as plant production, along with an increase in print procurement activity for Federal agencies. Overhead expense grew just 1.6%, the result of the lowest staffing level in more than a century and continuing containment of other overhead spending. Excluding funds generated for capital investment in passport production and a decrease in long-term workers' compensation under the Federal Employees Compensation Act, GPO's net income from operations for the year was \$46.1 million.

With our total appropriated funding continuing at a flat level and at the lowest level of any time in the past decade, the funds earned in FY 2016 will provide the majority of the resources for our \$140.3 million spending for 2017 plan as approved by the Joint Committee on Printing. That plan will continue to drive our ongoing transformation to a content-centric rather than a print-centric operation, and I deeply appreciate the Committee's ongoing endorsement of our strategic direction.



**Highlights of FY 2016 Operations** FY 2016 saw GPO deliver new, more efficient, and more effective technology solutions in support of three of the Federal Government's most prominent publishing operations:

- We rolled out the beta version of **govinfo**, the third generation of the digital information access systems of Government publications that we are mandated to provide to the public free of charge. Using the latest in intuitive, user-friendly design, including optimization for mobile devices as well as a capability that links all related publications – both legislative and statutory – in a single search, **govinfo** today provides access to more than 1.6 million Federal titles from across the legislative, executive, and judicial branches. The launch of the new system in January 2016 was met with widespread approval, including congratulatory notes from Speaker of the House of Representatives Paul Ryan and Joint Committee on Printing Chairman Gregg Harper.
- We readied the first phase of our new digital composition system to begin composing congressional bills in Extensible Markup Language (XML) commensurate with the opening of the 115th Congress. Working closely with the staff of the Secretary of the Senate and the Clerk of the House, the new system will replace GPO's aging proprietary Microcomp system with an open system, reduce composition costs, and speed the production of bills both for digital access and printing. It will be run initially in beta until its operational capabilities are fully integrated with the processes of the Senate and the House. Since then we have implemented equipment supporting this project in the offices of the Secretary of the Senate and the Clerk of the House.
- Following five years of development and testing in collaboration with the Department of State, we are now poised to begin production of the next generation U.S. passport. GPO's contribution to this process has been to implement the technical processes that will be required to produce the new passport, an effort involving the investment of nearly \$100 million in research and development, equipment acquisition, and facilities modifications.

The new passport will feature significantly enhanced document security for American travelers abroad.

Other key achievements for the year involved the following:

- Preparations for the 2017 Presidential Inauguration, in support of the Joint Congressional Committee on Inaugural Ceremonies. The process takes approximately one year for GPO's employees to design and produce an estimated 40 materials including tickets, invitations, stationery, program packet kits, parking passes, maps, signs, and secure access credentials. We use advanced security design and printing techniques to produce thousands of tickets and secure access credentials for the Inauguration. The materials we used were successfully incorporated in the inauguration of the President on January 20, 2017.
- In support of the Legislative Branch Bulk Data Task Force, GPO, the Library of Congress, and the offices of the Clerk of the House and the Secretary of the Senate made bill status information for both House and Senate bill in XML format available through our Bulk Data repository (available on both FDsys and **govinfo**) early in 2016. The announcement of this new information availability drew praise from various legislative openness and transparency advocates. Additionally, we are now a regular participant and presenter at the House Legislative Data and Transparency Conference, along with staff from other legislative branch agencies, data users, and transparency advocates.
- GPO worked with the House of Representatives Committee on Rules, the House Parliamentarian, and the Clerk of the House to make *Jefferson's Manual and the Rules of the House of Representatives* available in XML format using the United States Legislative Markup (USLM) schema. USLM is an XML information model designed to represent the legislation of the United States Congress. It is designed to semantically and structurally describe legislative and legal documents in a machine-readable format. These files were released on our GitHub account for comment and subsequently released on FDsys and govinfo. Jefferson's Manual and the Rules of the House of Representatives is the first USLM document to be made available on our GitHub account and FDsys/**govinfo** sites. GPO is working with other legislative branch offices to expand the implementation of USLM in other key legislative documents in 2017.
- Release of the digital version of the permanent edition, or bound version, of the *Congressional Record* from 1991-1998 and 1981-1990 on FDsys and **govinfo**. GPO and the Library of Congress will continue to collaborate on this important project whose goal is to release digital versions of the bound *Congressional Record* back to the first issue published by GPO on March 5, 1873. Since then, we released digital issues of the Record for the 1970s in February 2017 for the 1960's in April 2017.
- Installation of the first of two new adhesive binding lines, which will be used to bind printed copies of the *Congressional Record* and congressional hearings along with other non-congressional products such as the *Federal Register* and the *Code of Federal Regulations*. The new high efficiency Muller Martini "Bolero" equipment will replace 3 binding lines installed more than 30 years ago, reducing costs, increasing productivity, and freeing up plant production space for other uses. Preparations are underway for the installation of the second line in 2017.
- Release of the annual *Budget of the U.S. Government* available as a mobile app. The FY 2017 *Budget* app provided users with access to the text and images of the *Budget*, including the Budget Message of the President, information on the President's priorities, and budget overviews organized by agency. The complete, authentic online version of the *Budget* is also regularly made available through a direct link on FDsys and **govinfo**. Since



then we released the Budget Blueprint of the new Administration in February, and we are currently working with OMB on preparing for the release of the Administration's FY 2018 budget this month.

- Early in the fiscal year, we partnered with the OFR to make every issue of the *Federal Register* dating back to its inception in 1936 digitally available to the public. A total of 14,587 individual issues, containing more than 2 million pages, will be digitized. The project is expected to be completed in 2018. Currently, digital versions dating from 1994 to the present are available on FDsys and **govinfo**.
- We also worked with NARA to prepare for the OFR move into approximately 17,000 square feet of space on the seventh floor of GPO's Building A, beginning this month. Co-location of the OFR with GPO will reduce costs and streamline the publishing process for OFR publications. This project is targeted for completion in 2017. In coordination with the Clerk of the House and the Secretary of the Senate, we are also partnering with NARA to provide space for the construction of facilities within our buildings that will house NARA's legislative documents archive. This week, OFR and the associated Office of Government Information Services have begun moving into GPO, and work continues on the archive project.
- In May 2016, we awarded FedEx Office the re-competed contract for the *GPOExpress* program. *GPOExpress* is one of the many procurement programs we offer to Federal agencies to help with their printing and digital needs. It has handled more than 145,000 orders since the partnership with FedEx Office began a decade ago. The program provides Federal agencies with discounted services to meet their small and short turnaround printing and binding needs. *GPOExpress* currently has more than 3,000 Federal Government employees enrolled. We are in discussions with House Administration Committee staff about the opportunity for extending *GPOExpress* services to House Members.
- Staff in our Creative Services unit won six 2016 American Graphic Design Awards from *Graphic Design USA* magazine. The unit offers Federal agencies a variety of design services including publication design, branding and identity, exhibit graphics, video, multimedia, photography, and security design.
- We established a Preservation Steward program. Preservation Stewards are part of a GPO initiative called the Federal Information Preservation Network (FIPNET). The purpose of FIPNET is to expand public access to Government information in depository library collections through collaboration with non-depository library institutions and resources that also possess collections of Federal documents and publications. This effort ultimately will result in a National Collection of U.S. Government Information for the use of future generations, and will transform GPO's *Catalog of U.S. Government Publications* into an index of that comprehensive body of Federal information.
- We continued to make progress to gain certification at the first Federal agency meeting the international standards required of a Trusted Digital Repository, in compliance with ISO 16363. This certification will validate that GPO's content management system, its infrastructure, and its supporting organization are reliable and sustainable, in order to ensure the highest level of service now and into the future.
- We kicked off our **gpo.gov 2.0** project which entails a major redesign of our public-facing website, to improve the digital interaction between GPO and our customers and the public. The new **gpo.gov** site was launched in beta in April 2017.



- We published the 2016 edition of GPO's *Style Manual*, the first such update to this popular style guide since 2008.
- GPO's employee satisfaction scores rose in the Office of Personnel Management's annual employee viewpoint survey. GPO received a score of 69% in the Global Satisfaction Index, a measure of employees' overall satisfaction with their work experience. That score is eight points higher than the Government-wide average of 61%.

**Strategic Objectives for FY 2017** For the balance of this fiscal year, GPO's priorities will include the following, all of which are associated with our continuing digital transformation:

- **govinfo**— Updated and enhanced FDsys digital repository database
- **Composition System Replacement (CSR)** — Replace our aging Microcomp proprietary system
- **NextGen Passport** — Second generation of e-Passport with enhanced security features
- **Next Generation Firewall Project** — To enhance cybersecurity of GPO IT systems
- **DASH** — Automated print procurement system
- **Cost Accounting System** — Provide ability to estimate cost of products for profitability analysis, inventory valuation, and cost control
- **TDR Certification** — ISO certification as a Trusted Digital Repository for FDsys/**govinfo** (first Government agency to accomplish this goal)
- **USLM Projects** — Pilot projects to convert subset of Public Laws, *Statutes at Large*, Enrolled Bills, *Federal Register*, and *Code of Federal Regulations*
- **Digitizing Historic Documents** — Digitizing the *Congressional Record* and the *Federal Register* back to their original issues
- **gpo.gov 2.0** — Update and enhance **gpo.gov** website; last updated in 2008
- **Acquisitions Automated System** — Implement CLM Module, part of Oracle
- **Facility Projects** — Multiple facility improvements (HQ and regional)



**Budget** Overall, GPO's appropriations have been comparatively flat since in recent years, declining 20.6% from a total of \$147,461,000 in FY 2010:

### Congressional Publishing

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FY 2017	\$ 79,736,000
FY 2016	\$ 79,736,000
FY 2015	\$ 79,736,000
FY 2014	\$ 79,736,000
FY 2013	\$ 82,129,576

### Public Information Programs of the Superintendent of Documents

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FY 2017	\$ 29,500,000
FY 2016	\$ 30,500,000
FY 2015	\$ 31,500,000
FY 2014	\$ 31,500,000
FY 2013	\$ 31,437,000

## Business Operations Revolving Fund

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FY 2017	\$ 7,832,000
FY 2016	\$ 6,832,000
FY 2015	\$ 8,757,000
FY 2014	\$ 8,064,000
FY 2013	\$ 3,966,847

## Total Appropriations

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FY 2017	\$117,068,000
FY 2016	\$117,068,000
FY 2015	\$119,993,000
FY 2014	\$119,300,000
FY 2013	\$117,533,423

GPO's approved annual spending plan for FY 2017, totaling \$140.3 million, includes funding for high priority capital items, capital items for passport production, and recurring and one-time operating costs. These items support the program priorities for FY 2017 detailed above. As with previous GPO annual spending plans, significant parts of this plan are to be funded by appropriations to GPO plus reimbursements from the State Department for passport work. The balance will be financed from GPO's Business Operations Revolving Fund, which contains sufficient investment funds including those earned from positive financial performance during FY 16 in addition to approved transfers of unexpended balances of prior year appropriations.

**Challenges** GPO faces a number of challenges today. GPO's IG lists several of these challenges, which correspond to the strategic direction GPO is following, and tracks our progress in addressing them in his Semiannual Reports to Congress (<https://www.gpo.gov/oig/semi-annual.htm>). They include keeping focus on our mission of information dissemination, addressing emerging workforce skills, improving GPO's enterprise architecture (EA) and infrastructure to support enterprise-wide as well as GPO's FDsys transformation, securing information technology (IT) systems and protecting related information assets, and improving our print procurement programs. IG audit reports on issues impacting these challenges typically contain recommendations for improving our operations, and GPO management responds by implementing them. During the most recent OIG reporting period, GPO management closed out 34 outstanding OIG recommendations.

Because of GPO's digital posture, cybersecurity is a significant challenge. GPO's goals for cybersecurity program are to protect and defend our networks and systems from any unauthorized access or intrusions or misuse/disruption of our systems and data, to effectively and efficiently support our agency business and IT needs, and to work on these goals collaboratively and in concert with our Legislative Branch agency partners and other Federal agency partners. We have been actively participating in the Legislative Branch Cybersecurity Working Group since its inception and continue to do so, to ensure we have good collaboration across the Legislative Branch agencies on all the aspects of cybersecurity. GPO has had access to the required budget authorities and funding, currently estimated at approximately \$2 million annually, and we appreciate all the support we have received on the necessary investments we have requested to for our cybersecurity program.



Under the challenge of improving our print procurement program, we have long advocated that where Federal agency printing is required, our partnership with the private sector printing industry is the most cost-effective way of producing it. Multiple studies have shown that it is more cost-effective for agencies and the taxpayer to contract out for printing that 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. In 2013, the Government Accountability Office conducted a study at the request of the Joint Committee on Printing that identified approximately 80 Federal printing plants still in operation government-wide. Additional savings for taxpayers could occur if the work these plants are producing is transferred instead to GPO's partnership with the private sector printing and information product industry. We are currently discussing print procurement options for the Defense Automated Publications Service of the Defense Department as an alternative to their inplant operations.

**Title 44** We have been able to conduct technology transformation within the framework of Title 44 of the U.S. Code, including our projects supporting the Legislative Branch Bulk Data Task Force, the development of **govinfo** and the next generation passport, the digitization of historic print documents, the replacement of legacy systems, and the hiring and retention of the skills we need to carry out these projects. We are open to looking into changes to the provisions of Title 44 concerning the Federal Depository Library Program in cooperation with the library community, to enhance the capabilities necessary to manage the Program in the 21st century. However, I would urge caution in changing the framework of the law which currently supports cost-effective production of the congressional and agency publishing product requirements, encourages our partnership with the printing industry and library community, and ensures open and transparent access to Government information. We would be happy to work with the Committee and its staff to identify opportunities for any improvements to these goals that could be made.



Chairman Harper, Ranking Member Brady, and Members of the Committee, thank you again for inviting me to be here this morning. I am prepared to answer any questions you may have.



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