

**U.S. Government Publishing Office  
Responses to Questions for the Record of the hearing before the  
Committee on House Administration entitled,  
“Transforming GPO for the 21<sup>st</sup> Century and Beyond: Part 2,”  
July 18, 2017**

**Questions Submitted by the Majority**

**1. From the gpo.gov website, the Committee reviewed the Concept of Operations of the Advanced Printing Technology Assessment VI.2 dated July 21, 2009. The Committee realizes that this ConOps may be outdated due to new equipment or changes in business processes. If there is an updated ConOps, please provide that to the Committee. Regardless, there are several tables in section three that are of interest to the Committee. Could you please provide updates to the following tables: 3.3.2 Specifications – Core Products; 3.3.4 Production Scheduling; 3.3.5 Web Press Production Schedule; and 3.3.6 Daily Throughput?**

**Response.** The Concept of Operations of the Advanced Printing Technology Assessment VI.2, July 21, 2009, is a vestige of a now-outdated plan. To the extent it is still applicable, the requested data is provided at **Tab 1, QFR 1 (Majority)**.

**2. This series of questions is follow up to Chairman Harper’s question regarding the size of GPO’s printing plant relative to other large commercial printers, as listed in the *Printing Impressions 400*. Based on dollar volume, GPO’s in-house printing plant would rank as the 35th largest printer in the U.S. and Canada, meaning there are only 34 printers in the U.S. and Canada that have larger annual sales volumes than GPO’s factory. Please answer the following “yes” or “no” questions about the other top printers on the list.**

**a) Have you ever visited any of these printers to see their operations? Yes, or no?**

**Response.** GPO’s Customer Services has visited 10 of the listed plants, including visits to over 18 different plant locations for three of the companies located in the top five (RR Donnelley, Quad Graphics, and Cenveo). Sixteen plants on the list are producers of work that is not typically compatible with our requirements under Title 44. They are commercial producers in the finance, packaging and direct mail sectors, or are a foreign vendor, although GPO does business with some of them indirectly as subcontractors on GPO procurements. See the attached information at **Tab 2, QFR 2 (Majority)**.

GPO’s onsite interactions with these companies allow us to observe production in operation and confirm security and quality control procedures are being followed for procured contracts. GPO conducts onsite surveys prior to award and onsite visits to conduct post award meetings or inspections.

Additionally, GPO now employs printing industry experts who have migrated from, or had direct business relationships with, many of these companies, including Publisher's Press, RR Donnelley, Quad Graphics, and the Sheridan Group.

Some of these companies have been awarded GPO contracts. LSC (part of RR Donnelley) has been awarded a \$20 million contract in 2017. Many of the top companies have worked on large GPO contracts for agencies such as CMS, Census, IRS, VA and the SSA.

GPO's Plant management has visited three printers on the list (RR Donnelley, Cenvo, and Quad Graphics). The purpose for these visits was to identify best practices and to assess various technologies. In addition, we have visited the World Bank, District Photo, Automated Graphic Systems, Bradford and Bigelow, and Maple Press.

- b) Have you ever spoken to any of their CEOs to learn what measures they employ in their factories to enhance efficiency? Yes, or no?**

**Response.** GPO collaborates often with officials at varying levels in these companies to discuss a wide range of issues. GPO has been in discussions with Cenvo and other similar printing contractors regarding best practices in high-end proofing systems and technology to aid in the development of new Federal Government proofing standards. GPO has toured plants such as The Command Web Group that are considered to be on the industry cutting edge to gather current knowledge and information on best practices in plants large and small. GPO works with companies such as these to gather input about innovative capabilities, standards, and best practices in order to provide the best value for jobs procured for our Federal customers at the lowest cost to the taxpayer. We also collaborate with top printing vendors to ensure that our contract specifications optimize available production efficiencies and new technologies for the benefit of our customers. One such recent example was a multi-vendor RFI conducted for the CMS *Medicare and You* publication. The goal was specifically to solicit cost saving alternatives to the existing publication format and explore alternative printing/binding methodologies. Another recent RFI was conducted in an effort to expand the vendor pool for the printing of Treasury checks in order to increase competition and explore cost-effective production alternatives.

- c) Have you ever benchmarked GPO's plant operations against any of these printers? Yes, or no?**

**Response.** Yes.

- d) Have you ever benchmarked GPO wages to these other top printers? Yes, or no?**

**Response.** Pursuant to 44 U.S.C. 305, GPO's employees are paid at rates negotiated with the unions representing them and approved by the Joint Committee on Printing. Since 2012, GPO's approved wage agreements have included annual increases equal to the annual Civil Service pay increase. GPO employee benefits are consistent with those paid to other Federal Civil Service employees.

**3. As follow up to Chairman Harper’s question about your response to QFR number 56(a), which asked about GPO’s losses of nearly \$1.5 million on just over \$3.2 million of revenue in GPO’s Publications and Information Sales business unit, GPO testified in GPO’s plans for the business unit going forward “Cut costs by greatly reducing ‘mandated’ inventory stock levels.” Could you please help the Committee understand what these “mandated” inventory stock levels are? In table format, please specify the products mandated, the source of the mandate, and the quantity of inventory mandated for each product. If these specific products are in fact mandated, what action would be required by Congress to change the mandate? Delineate by product, if necessary.**

**Response.** GPO’s Publications and Information Sales Program (P&IS) is a combination of two business lines: sales of publications and information products directly to the public, and inventory management and distribution services performed on a reimbursable basis for Federal agencies. These are programs covered by GPO’s Business Operations Revolving Fund. Currently, the combined programs are generating a contribution margin gain of \$1.2 million on \$11.6 million in revenues through July 2017. For FY 2016, they generated a contribution margin gain of \$1 million on revenues of \$13.7 million. By comparison, in FY 2007 they generated a contribution margin loss of \$3.1 million on \$21.6 million in revenues. While public sales of documents has declined since then, reimbursable services to agencies have increased.

“Mandated” stock refers to items in GPO’s public sales inventory that have been required by GPO policy to be maintained in inventory due to their value as historical materials or items that the public could reasonably expect to remain available through the Federal Government’s primary document sales program. They are mostly congressional documents. The source of their “mandated” status is GPO management policy.

The practice of restricting the complete disposal of some items within P&IS began in 1997 as a response to the controversial disposal of copies of unsold volumes of *The Senate 1789-1989*. Subsequently, certain items in the sales inventory were classified as being of “historical significance” by the Superintendent of Documents in February 2006 through the designation of publications “that document or reflect major historical initiatives or activities of lasting importance carried out by the Federal Government, its branches or its agencies.” These items, plus other items such as House Documents, House Reports, and Serial Sets were re-defined as Mandated Inventory by GPO policy in August 2010. At that time, Publications and Information Sales Policy 253 split the public sales inventory into the following two categories for financial reasons:

- **At-Risk Inventory:** P&IS makes a business decision to sell the product because we believe there is a demand for the product. P&IS is not obligated in any way to place it in the Sales Program, and is permitted to sell or dispose of it after notifying and offering it to the issuing agency.
- **Mandated Inventory:** P&IS places these products in the Sales Program regardless of anticipated demand for the product. We do not dispose of these products without permission from the Superintendent of Documents or the Managing Director of P&IS.

Because there is generally a low level of demand for most “mandated” items, and because virtually all of these items are available for free elsewhere in electronic format, it only is necessary to keep a token inventory of three copies per title for potential digitization purposes. For some items that are more popular and that may have future sales value, we retain a larger quantity.

The attached spreadsheet shows the volume of each “mandated” publication before and after disposal, as well as the dollar value of the inventory impacted at printing and binding cost and at retail price. The actual amount written off may differ due to an accounting allowance for unsaleable inventory.

A primary reason for reducing this inventory is to free up additional warehouse space for the P&IS Reimbursable Inventory Program, which manages publications inventory for our Federal agency customers and ships them upon request. As noted above, that program is experiencing significant revenue growth and needs additional space.

A listing of mandated publications is provided at **Tab 3, QFR 3 (Majority)**.

**4. During the hearing, Mr. Walker asked about low dollar procurements. In the executive branch, procurements under \$3,500 in value are considered “micro-purchases.” The purchaser uses a Government-issued SmartPay card. This gives the purchaser great flexibility and simplifies the back-office functions of accounting.**

**GSA looks to the “Total Cost to the Government” in assessing these micro-purchases. GSA determined that even if the Government doesn’t get the absolutely lowest price possible for the product or service, the total cost to Government for these micro-purchases – including processing the procurement - is less than it would be if micro-purchases were done through any other procurement vehicle.**

**GPO processes 59,681 “micro-purchase level” print orders through procurement vehicles other than GPOExpress and the Online Paper Store. The average micro-purchase is \$656 (\$39,163,803 divided by 59,681 orders).**

**Response.** This question appears to be based on the assumption that GPO print procurement staff are individually engaged in processing approximately 60,000 “micro-purchase level” print orders annually.

For many years GPO has had a variety of procurement vehicles in place – including direct deal term contracts and simplified purchase agreements (SPAs) – that allow Federal agency customers to place individual print orders themselves, saving both time and money for both the agencies and GPO. Most of these small orders are processed via these vehicles. As our response to QFR 5, below, shows, GPO will process individual small orders as a service to agencies and in fulfillment of our statutory mission to produce/procure Federal printing. But our contracting vehicles are designed to reduce the burden of multiple small orders and provide both service and savings to customers.

Turning over the production or procurement of executive branch publications requirements to Federal agencies themselves, even those at or below the “micro-purchase level,” would undermine both Federal law and regulation, which Congress has vigorously opposed. Following proposals by the executive branch to revise the Federal Acquisition Regulation (FAR) regarding printing in 1987 to allow executive agencies to produce or procure their own publications requirements, Congress enacted a series of annual requirements for all executive branch agencies to use GPO for their publications requirements, culminating in the enactment of permanent language in 1994, which since then has been codified as a note to 44 USC 501. This language prohibits any appropriated funds from being “obligated or expended by any entity of the executive branch for the procurement of any printing related to the production of Government publications (including forms), unless such procurement is by or through GPO,” with certain exceptions. FAR 8.8 continues to require all Federal agencies to have their publications produced through GPO, consistent with the requirement of 44 U.S.C. 501, unless authorized to have them produced elsewhere. Federal publications at or below the “micro-purchase level” are currently processed efficiently and effectively through GPO’s print procurement program, which as a one-stop shop relies on competition in the private sector nationwide among a universe of approximately 10,000 vendors, most of them small businesses, to achieve the lowest cost to taxpayers. Lacking GPO’s expertise and experience in buying printing, Federal agencies would be most likely to remove this work from the procurement system to produce it internally in agency printing plants, resulting in job losses nationwide, raising costs to the taxpayer, and increasing the fugitive document problem suffered by the FDLDP.

**a) How much does GPO charge an agency to process a \$656 print order?**

**Response.** GPO charges an 8% surcharge plus a \$7.50 processing fee for all orders under \$350,000. The charge to process a \$656 print order would be \$59.98 for a total order amount of \$715.98.

**b) How much does it cost GPO to process this \$656 print order including all support functions and overhead? If necessary, please provide data on any procurement vehicle this procurement could be made.**

**Response.** Using the most current audited, full fiscal year (FY 2016) data, the annualized ratio of Customer Services direct and overhead expenses to revenue yields a fully loaded processing cost of \$52.91 for a \$656 order, or approximately 8%.

**5. This question reference’s Mr. Walker’s question on the number of staff required to process low dollar print orders. GPO previously testified there are 106 employees directly involved in print procurement at GPO central and regional offices, and another 44 full-time equivalents in finance that support commercial print procurement.**

**In reviewing the volume and scope of printing procured from the private sector, excluding GPOExpress and the Online Paper Store that are both relatively automated and electronic, the Committee has come up with these statistics:**

There were a total of 69,411 orders. Of that:

- 361 or roughly *one-half of one percent* were for dollar amounts over \$100,000;
- 3,506 or roughly *five percent* were for dollar amounts between \$10,000 and \$99,999;
- 5,863 or roughly *eight percent* were for dollar amounts between \$3,500 and \$9,999; and
- 59,681 or roughly *eighty-six percent* were for dollar amounts below \$3,500.

Please explain to the Committee the value of having your 106 print procurement professionals hand process nearly 60,000 low-dollar value jobs - roughly 563 jobs per professional staff member? Additionally, Director Vance-Cooks testified on July 18, 2017: “If you look at the chart again, you will see that it is separated by central versus regional. And you will see that there are more employees in the regional office, and that is because they are processing lots of small-dollar orders. But it is the smaller orders in the region that require all of the people.”

The Committee would like to better understand the volume and scope of printing procured by the regional offices. Using the same data as in Question for the Record number 19 from the May 17, 2017, hearing, please provide the Committee with a table of statistical data on printing procured from the private sector broken down by regional office and further 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.** As noted in the response above, for many years GPO has had a variety of procurement vehicles in place – including direct deal term contracts and simplified purchase agreements (SPAs) – that allow Federal agency customers to place individual print orders themselves, saving both time and money for both the agencies and GPO. Most of these small orders are processed via these vehicles.

The majority of our procurement professionals are cross-trained to routinely work on contracts of all sizes and dollar values. Staffing in each of our locations is predicated on the needs of the customers being served, not the dollar value range of any particular group of procurements. The average value for orders processed in the GPO Central office is \$5,410 while the overall average regional office order is valued at \$2,729. There is a division of labor among the existing GPO print procurement professionals that includes, for example, certain staff members engaging in writing term contracts, a procurement vehicle that accommodates repetitive orders for like end-products with minimal GPO administrative or contracting interaction once the term contract is established regardless of the dollar value of the individual orders. At the same time, other staff members are engaged in major acquisitions work handling the contracting and administration of multi-million dollar task order contracts. The surcharges generated from higher dollar-value jobs

essentially subsidizes the GPO mission under Title 44 to handle all Federal printing work regardless of the dollar value.

By continuing to streamline our processes and leverage programs designed for lower-dollar value work procured directly by the customer (such as Simplified Purchase Agreements, or SPAs, and the *GPOExpress* program) in addition to direct-deal term contracts which enable the customer to place work directly with the vendor, GPO is financially positioned to handle the full range of Federal printing procurement in accordance with Title 44.

GPO's procurement workflow continues to be increasingly automated with our strategic goal to deliver a new, integrated on-line procurement interface for our customer agencies and vendors, as we have reported to the Committee. GPO has procurement vehicles that reduce the transactional cost of the majority of these small dollar orders. Term contracts, once awarded to one vendor, give direct deal authority back to the Federal customer to issue the order for these repetitive procurements. The SPAs allow the customer to select one vendor from a GPO-certified pool and make award based on best value for orders under \$2500. Customers may pay for these orders with a purchase card should they choose to do so (GPO runs the transaction). On unique one-time purchases of \$2500 or less, GPO employees can further streamline the procurement process and go to one vendor to make award per GPO's Printing Procurement Regulations (PPR).

The value-added to the customer of using GPO staff to procure any size print order includes:

- **Leveraging the buying power of GPO and its nationwide vendor pool** When 421 GPO agency users were asked in the 2016 GPO Customer Survey "What is your perception of the cost-effectiveness of GPO services/solutions in meeting your needs?", only 8% of respondents indicated that they "believed they could obtain services at the same or better rates than GPO."
- **Leveraging the breadth of the GPO vendor pool** With approximately 10,000 vendors on record, GPO users can take advantage of commercial professionals who specialize in the exact services needed while benefiting from nationwide competition.
- **Professional Print Procurement Expertise** While many Federal agency locations have eliminated or otherwise lost their staff with in-house printing expertise, they have become increasingly reliant on GPO to provide the technical prowess needed to specify print production projects in the most cost-effective and accurate fashion possible.
- **Professional Contracting Expertise** In addition to printing expertise, GPO Printing Procurement staff lend expert contracting knowledge and guidance in the procurement of any and all work submitted by Federal agencies.
- **Quality Assurance** GPO utilizes established quality assurance levels that aid in ensuring that products procured through GPO meet the specified standards identified for each procurement.

- **Service Assurance** GPO maintains the infrastructure to measure and track compliance of on-time delivery of proofs and finished goods to ensure that awards are issued only to responsible vendors who maintain on-time delivery in accordance with the contract specifications.
- **Level Playing Field** GPO creates the opportunity for small businesses around the nation to compete in a nationwide market place well beyond their geographic marketing reach, helping to support and foster the broader U.S. printing community.
- **Simplifying Delivery** With qualified vendors of all sizes spread nationwide, GPO customers may have opportunities to minimize shipping costs and delivery time to final destinations.
- **Ensuring that Mandatory Regulations are Followed** Utilizing GPO procurement services ensures utilization of sources such as Ability One are met. It also ensures that materials suitable for inclusion in the FDLP are captured.

In any proposed scenario where individual agencies might be empowered to directly procure low-dollar value print jobs without the use of the GPO or a GPO program such as SPA, it should be noted that the following list of standard GPO value-added services and benefits would become the responsibility of each individual agency. Based on our experience, these services can be as relevant and important for low-dollar jobs as they are for larger print projects and the majority of our customer agencies are not in a position to effectively and professionally provide these services internally. Additionally, as we have reported the Committee, the duplicative assumption of these responsibilities by individual agencies would raise the costs of Federal printing overall.

#### **Services provided with GPO surcharge:**

1. Review of requisition and furnished material for accuracy and completeness and for opportunities for savings through design and production options.
2. Provide cost estimates, consultation, and advice regarding technical specifications, QATAP (Quality Assurance through Attributes Program) quality levels, and scheduling.
3. Prepare specifications and solicitations.
4. Maintain the Automated Bid List System (ABLS), a computerized database that is a comprehensive list of contractors including the areas of their production interest as well as a guide to production and quality capability.
5. Issue Bid/Quotation/Proposal solicitations using the ABLS and including FedBizOps advertisement; placement on GPO's bid opportunity web site; and public posting of opportunities.
6. Receive and evaluate bids/quotations/proposals.



7. Award contracts to responsible contractors. Determine contractor responsibility by reviewing compliance on previous government work; quality performance with respect to quality level required; other performance history; and financial capability as required utilizing an on-site pre-award survey as necessary.
8. Assure awards are made on the basis of overall low cost to the government, taking into account quotations, discounts, freight and/or postal rates as applicable and other identifiable costs.
9. Review protests and prepare a complete file and legal response for protests filed with GAO, courts, or administrative law judge.
10. Maintain the QATAP program, updating QATAP contract terms to provide for new technologies and legal changes. Note: QATAP helps in the provision of exact, objective specifications to assure that the government does not buy (and pay) in excess of its needs.
11. Use of QATAP and the Quality Control for Published Products for inspecting and testing product (i.e. paper) for compliance with technical specifications and quality level requirements.
12. Provide for contract administration, including routine proof review.
13. Take appropriate action under QATAP to resolve quality complaints.
14. Use QATAP quality performance information in making responsibility and termination determinations.
15. Maintain contract compliance through proper non-responsibility determinations, job tracking, and take appropriate action such as discounts or defaults for delinquent work.
16. Issue contract modifications covering technical and contractual terms.
17. Terminate contracts for default or the convenience of the Government, including negotiating equitable adjustments.
18. Enter into agreements, train on, and administer the Simplified Purchase Agreement (SPA) contracting vehicle.
19. Respond to disputes by examination and evaluation of contractor's position/ documentation and negotiating settlement when in the best interest of the Government or defending an appeal when necessary.
20. Provide due process for disputes.
21. Provide Inspector General audits of contractor claims and investigations.

The requested information is attached as **Tab 4, QFR 5 (Majority)**.

**6. In response to Mr. Walker’s question: “Have you ever benchmarked GPO’s operational efficiencies to these GPO contractors?” Director Vance-Cooks testified: “We have not benchmarked the operational efficiency against the private sectors [sic], but we have benchmarked the operational efficiency against prior years...We do provide benchmarking in our plant. In fact, we have a number of certifications related to that.” Please provide a table of the certifications GPO has obtained that are directly related to producing the core products for Congress including: the name of the certification; the organization providing the certification; the name of the auditing authority; the date certification was obtained; and the date of the next renewal. Please also delineate whether these certifications are for: individuals; processes used; or equipment or all of the above.**

**Response.** The requested information is attached as **Tab 5, QFR 6 (Majority)**.

**7. In further response to Mr. Walker’s question, “Have you ever benchmarked GPO’s operational efficiencies to these GPO contractors?” Director Vance-Cooks testified: “I would like to take the time, if I may, to talk about how different we are from the private sector printers...We have to make sure that we have overnight capability, which the private sectors [sic], do not...The private sectors [sic] would not be able to take the data that we provide for you and that we produce for you to create the digital repository databases that we do for you, to ensure that it is, in fact, available or the information is available to the public. Private sector printers won’t do that. That is what we are paying for.” Please help the committee better understand Director Vance-Cooks’ testimony.**

- (a) Is GPO asserting there are no private sector printers with overnight capabilities?**
- (b) Is GPO asserting no private sector printers are able to create digital repository databases?**

**Response.** The Director was speaking to the complex and interrelated operations conducted by GPO to assemble the *Congressional Record* and other essential legislative documents overnight or otherwise according to the often demanding schedules established by the House and Senate, and then to provide access to the content of those documents for Members digitally in collaboration with the Library of Congress and for the public in both digital and tangible formats. This system depends on a multi-million dollar infrastructure of IT systems, equipment, and staff specifically designed for the production of Congress’s unique publishing requirements. In the case of the *Congressional Record*, GPO receives electronic files and manuscript from multiple offices in both the House and Senate hours after Congress has adjourned (many times after midnight) and completes the prepress processing, printing, and binding for secure delivery of tangible copies the next day. The databases we build for the *Record* and other congressional documents 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.

To the best of our knowledge, the only legislation in recent memory to propose privatizing congressional printing was a bill considered by the Committee on House Administration in 1995. Rather than privatizing all congressional printing functions, as these QFR's appear to suggest, that bill would only have privatized their printing and binding, not the key prepress functions that create the databases used for both printing and digital dissemination. At that time, supporters of the bill in the print industry specifically rejected any support for assuming those prepress functions as too costly due to the variability of legislative print requirements (i.e., the *Congressional Record* may be 40 pages one night and 400 pages the next), and they also sought to establish schedules for printing and binding that met their business requirements instead of the requirements of the legislative process. The Committee rejected the bill. Since then, GPO is not aware of any serious proposals that have been made by the print industry for privatizing congressional printing, or for assuming the prepress functions that are essential to GPO's digital operations. Currently, GPO is replacing a GPO-developed and maintained composition system, called Microcomp, with a state-of-the-art composition tool based on XML. Elements of this new system have already been deployed in the House and the Senate.

**8. In her opening statement, Director Vance-Cooks testified: "I would say that it is time for us to explore the option of grant-making authority for the GPO, so that we can support innovative digital initiatives in the library community." Ranking Member Brady asked several follow up questions. Please provide the Committee with your thoughts on a grant program including a budget with a total dollar value per year and a proposed average grant amount, as well as the process GPO envisions to evaluate the grant requests.**

**Response.** A significant amount of support for the FDLP occurs at the state level, with regional depository libraries coordinating the activities of selective libraries in an effort to meet the needs of the local communities they serve. A *Grants to Regionals* program would provide direct funding to support the work that regionals carry out with their respective selective libraries. Providing grants to regionals would seek to support the program by assisting regional depositories and their associated selectives in meeting the challenges associated with preserving collection content, providing curatorial services for born-digital information, and related issues; and incentivizing regional depositories to seek new levels of innovation by developing solutions that will help strategically manage access to digital content.

Potentially, the program would require each regional to submit a plan on how funds would be used to support the digital requirements of the FDLP. GPO would need to hire staff with specific skills sets that would allow GPO to work with regionals through the development process to ensure that plans align with established program priorities. Funding would be used to address state-level priorities that fall within the requirements of the program. In addition to operational support, innovation would be a key criterion in approving plans and in the distribution of funds. GPO would develop outcome-based measures to determine program success.

We have not yet developed a budget or an average grant amount. Expected program outcomes would drive the budget amount. We would establish objectives and distribute an RFQ to all

regionals in order to develop a budget based on actual cost to achieve program goals.

**9. As follow up and clarification to Mrs. Comstock’s question: turning your attention to QFR number 15(d) discussing GPO’s role as a Government landlord. GPO testified that upwards of 15% of GPO’s building space is leased, and GPO emphasized the necessity of this non-mission critical business. The Committee is concerned about how this non-mission critical business affects GPO’s core operations including both positive and negative impacts. GPO cites the NAPA study specifying GPO is generating about \$2.6 million annually, and no other impacts.**

**Please specify yes or no to the following questions:**

**(a) Are GPO employees impacted by tenants using parking spaces that could otherwise be available to GPO employees?**

**Response.** No. GPO employees have first priority for any available GPO parking spaces. Tenants receive parking on Lot 8 based on availability. Lot 8 has 215 spaces of which 90 are occupied and 125 are available.

**(b) Are there impacts to the use of elevators in the GPO facility that are used by tenants?**

**Response.** No. The few dozen additional staff here as the result of our space-sharing program are easily accommodated on our elevators.

**(c) Are security costs greater with tenants?**

**Response.** Security costs have not increased as the result of having tenants. The cost of any additional security requested by a tenant is reimbursed to GPO through that tenant’s lease agreement.

**(d) Additionally, please identify GPO’s skill set to serve as landlord.**

**Response.** The administration of shared space requires the same skill set used in the administration of space for GPO employees and storage. Much of the space occupied – approximately 46% -- is used for storage. The addition of the NARA congressional/legislative archives will add approximately 55,000 sq ft of space, the majority for archives storage, along with a small amount of office space.

**10. As follow up and further clarification to Mr. Smith’s question: In QFR number 34 the Committee is seeking a better understanding of page rates charged for congressional work. GPO responded: the formula for calculating page rates is “Total production costs divided by total number of printed pages by product = product page rate.”**

**Please answer “yes” or “no” to the following questions:**

**(a) Does GPO determine what equipment is used in its factory?**

**Response.** Equipment selected for use in GPO's Plant is based on congressional and agency requirements for Plant Operations services and availability of the appropriate technology.

**(b) Does GPO determine staff levels and their respective rates of pay?**

**Response.** Staff levels and capabilities are set to meet anticipated congressional and agency customer requirements. Rates of pay for GPO are determined by a variety of factors, including wage contracts, Civil Service requirements for benefits, Federal law with respect to payment of overtime, and related requirements.

**(c) Does GPO determine the level of efficiency for its staff and equipment?**

**Response.** GPO matches the appropriate numbers of staff and skills with the necessary equipment to meet anticipated congressional and agency requirements. Efficiency levels result from the timing and volume of work submitted. A primary focus of producing congressional work is meeting delivery requirements in support of the legislative process.

**(d) Is congressional work charged a rate determined by GPO?**

**Response.** As required by section 309 of Title 44, GPO bills the Congressional Publishing Appropriation for work produced for Congress at rates designed to recover GPO's costs for direct labor and materials plus indirect labor and overhead, along with a margin for investment in replacement or new equipment and technology.

**(e) Is it accurate to state GPO controls all aspects of costs in the congressional printing process except volume and timing?**

**Response.** GPO cannot control the costs of equipment and supplies it must procure to perform congressional work, although we utilize competitive bidding to reach the lowest possible cost. As noted above, GPO does not control all aspects of personnel and benefits costs nor are certain other essential costs (steam heat from the Architect of the Capitol; electric, water, gas, telecommunications, and other essential utility costs; the cost of workers' compensation payable to the Department of Labor; mandated costs such as GPO's Office of Inspector General; and other costs of operations) totally under GPO's control.

**(f) Does GPO conduct any time or motion studies to calculate efficiency?**

**Response.** There are many ways to calculate efficiency other than time and motion studies, such as reducing input costs and introducing improvements to the business model. Since 2012, we have reduced input costs throughout retirement incentive programs that have cut GPO's workforce by 557 employees, and we have made significant investments in more efficient technology, including a high-efficiency zero make-ready (ZMR) press and new perfecting binding lines. At the same time, we have introduced new digital products for Government and public use. GPO constantly reviews new and emerging technologies and other operational

capabilities for possible application to the more efficient and effective production of congressional requirements.

**(g) Does GPO maintain accurate and detailed equipment utilization logs for every piece of equipment in the plant?**

**Response.** Both machine and labor time are recorded in GPO's PROBE and PEPS systems. The architecture of these systems dates to the late 1970s/early 1980s. As we have informed the Committee, GPO is in the process of implementing a new manufacturing workflow and job costing system to more accurately track production costs.

**(h) Does GPO maintain accurate and detailed employee activity logs to identify actual working time from idle time in the plant?**

**Response.** See answer to QFR 10 (g), above.

**(i) Does GPO practice accurate and detailed cost accounting for every congressional product?**

**Response.** See answer to QFR 10 (g), above.

**11. In response to Mr. Smith's questions about GPO page rates on July 18, 2017, Director Vance-Cooks testified: "You are talking about the page rate...We haven't changed that rate in years. And the reason that we have not changed the rate or increased the rate in years is because we have been so efficient, which speaks to your earlier issue, that we haven't had a need to do so. And I am very proud of that." Please reconcile your testimony with previous submissions GPO has made to the Appropriations Committee. In every product category, except Committee Prints and Calendars (representing less than 5% of the Congressional Publishing Appropriation), GPO's prices have increased since FY 2012.**

<b>Product</b>	<b>Unit of Measurement</b>	<b>GPO FY2017 Budget Submission</b>	<b>GPO FY2012 Budget Submission</b>	<b>Increase or decrease (\$)</b>	<b>Increase or decrease (%)</b>
Congressional Record Program					
Daily Record					
Content Development	Page	\$622	\$559	\$63	11.27%
Printing	Page	\$307	\$264	\$43	16.29%
Subtotal		\$929	\$823	\$106	12.88%
Record Index	Page	\$440	\$380	\$60	15.79%
Record Indexers	Hours	\$83	\$82	\$1	1.22%

Miscellaneous Publications	Page	\$247	\$205	\$42	20.49%
Miscellaneous Publications and Services	1,000 Items	\$327	\$134	\$193	144.03%
Details to Congress	Hours	\$62	\$54	\$8	14.81%
Document Envelopes and Franks	1,000 Items	\$147	\$121	\$26	21.49%
Calendars	Page	\$134	\$166	-\$32	-19.28%
Bills, Resolutions, and Amendments	Page	\$37	\$35	\$2	5.71%
Committee Reports	Page	\$74	\$62	\$12	19.35%
Documents	Page	\$53	\$50	\$3	6%
Hearings	Page	\$74	\$72	\$2	2.78%
Committee Prints	Page	\$41	\$80	-\$39	-48.75%

**Response.** The data provided above as part of this question is derived from unit cost estimates included in GPO's annual budget submissions. As noted in the budget submissions, "unit cost estimates are established based on projected workload volumes and costs." Unit cost data does not show actual page rates. Additionally, not all GPO products are billed at a page rate.

As noted in our response to QFR 34 submitted following the May 17 hearing, "GPO has established different product codes and page rates for the *Congressional Record*, Hearings, and Calendars of Business (House and Senate). The *Federal Register* and the *Code of Federal Regulations* are also billed at page rates... The formula GPO uses to calculate the page rates from FY 2010 to FY 2017 has been consistent."

The page rates for the *Federal Register* and the *Code of Federal Regulations* have not changed since the beginning of FY 2012. The page rates for the House Business Calendar have not changed since the beginning of FY 2014. The page rates for the Senate Business Calendar, the *Congressional Record*, and the *Congressional Record Index* have not changed since the beginning of FY 2015. The page rates for hearings today are comparable to what they were in FY 2012: the page rate for submission of a print-ready PDF file is the same as it was in FY 2012; the rate for submission of camera-ready copy has been reduced from what it was in FY 2012 by 4.2%; the rate for submission of manuscript copy is just \$1 greater than it was in FY 2012, or 0.9%.

**12. Please provide follow up and clarification to Mr. Davis' question regarding GPO's Business Operations Revolving Fund. GPO's activities are financed through the Business Operations Revolving Fund, which is established in section 309 of Title 44, U.S.C. and reauthorized annually.**

**When Congress established the Revolving Fund in 1953 with \$1 million of investment capital (without fiscal year limitation), it was expected the GPO Director - through his or her authority to set prices - would continuously provide working capital for GPO.**

The GPO is expected “to capitalize, at fair and reasonable values; the current inventories; plant and building appurtenances, except building structure and land; and other assets of the Government Publishing Office.” Further, the revolving fund shall be reimbursed for the cost of all services that include charges for overhead and related expenses including depreciation of these assets.

In QFR number 57, this Committee requested GPO to update the 2013 National Academy of Public Administration report with actual numbers for FY 2014-FY 2016 and revise projections for FY 2017-FY 2020. At the bottom under Agency Profit/Loss, GPO recorded the following “actual” cash available for investment:

- **FY 2014:**       **\$33.399 million**
- **FY 2015:**       **\$35.375 million**
- **FY 2016:**       **\$37.132 million**

And GPO forecast:

- **FY 2017:**       **\$60.115 million**
- **FY 2018:**       **\$61.762 million**
- **FY 2019:**       **\$52.341 million**
- **FY 2020:**       **\$32.222 million**

In GPO’s FY 2018 budget, GPO requested an injection of \$8.54 million for GPO’s revolving fund, which by GPO’s projections will have already \$61.762 million available for investment. Given these astonishingly high amounts of cash available for investment, help the Committee understand why Congress should continue to give scarce resources to GPO.

Please provide a detailed list of all cash obligated for capital investment from FY2014-FY2017, including total cost of a project (if completion will require multiple year investment), amount by year, and the source (GPO’s Business Operations Revolving Fund, direct appropriation request, or reimbursed by customer agency such as the Department of State).

**Response.** Responding to the statement that “it was expected the GPO Director - through his or her authority to set prices - would continuously provide working capital for GPO,” in the years since the establishment of GPO’s Business Operations Revolving Fund GPO has requested and received additions to working capital in the Fund via congressional appropriations many times. This has been the history of requested and approved additions to working capital for the Fund included in various Legislative Branch Appropriations acts in recent years:

<u>FY</u>	<u>Requested Amount</u>	<u>Approved Amount</u>
2004	\$10 million	\$ 9.9 million
2005	\$25.0 million	0
2006	\$ 5.0 million	\$ 2.0 million
2007	\$ 8.2 million	\$ 1.0 million
2008	\$26.8 million	0



2009	\$33.0 million	\$ 5.0 million
2010	\$32.1 million	\$12.8 million
2011	\$25.7 million	\$ 1.7 million
2012	\$ 6.3 million	\$ 0.5 million
2013	\$ 7.8 million	\$ 4.0 million
2014	\$12.9 million	\$ 8.1 million
2015	\$11.3 million	\$ 8.8 million
2016	\$ 9.8 million	\$ 6.8 million
2017	\$ 7.8 million	\$ 7.8 million
2018 (est.)	\$ 8.5 million	

Under 44 U.S.C. 309, the funds from additions to working capital via appropriations, in addition to retained earnings plus funds generated for capital investment in passport production resulting from reimbursements from the State Department, are combined to finance GPO's capital and other annual spending requirements. The requested information is attached at **Tab 6, QFR 12 (Majority)**.

Responding to the Committee's request to "help the Committee understand why Congress should continue to give scarce resources to GPO," GPO has reduced the overall amount appropriated for our programs and operations by more than 20% since FY 2010; for the past 5 years GPO's appropriation for Congressional Publishing has been flat, and for the past 3 years overall appropriations have been flat (see the response to QFR 3 from the Minority, below). The current projection is for continued flat/or decreased appropriated funding requirements in coming years. Congress in recent years through additions to working capital has helped fuel GPO's investments in modernization, including the development of FDsys and **govinfo**, which will further reduce costs of operations. In recognition of GPO's efforts to reduce costs and improve services, the House Appropriations Committee included the following language in its report accompanying the Legislative Branch Appropriations bill for FY 2018:

The Committee commends GPO for its continuing use of digital technology to support the information requirements of Congress, including the initial release of a new XML-based composition system for congressional bills; a project to convert a subset of enrolled bills; public laws, and the Statutes at Large into 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 Congress and the Government.

**13. In follow up and further clarification to Mr. Smith's question about QFR numbers 29 and 30 regarding GPO's assertion that "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 (i.e. printing not immediately required for agency use or otherwise not sensitive or classified) than it is to produce in agency printing plants," GPO describes many reasons why Congressional printing should not be procured from the private**

sector, including being “unable to identify the best procurement vehicle...that could be used for each order from the private sector.”

**Please help the Committee understand this. On the one hand, Director Vance-Cooks does not hesitate to suggest that every Federal agency should be using GPO’s expertise to procure their printing from the private sector. Yet on the other hand, these same GPO printing procurement experts are unable to identify the best procurement vehicle for any congressional work. What about the permanent Congressional Record, Serial Sets, or the House Journal? These congressional products are neither sensitive nor timely nor classified. Is it GPO’s assertion that GPO print procurement experts are not capable to identify the best procurement vehicle that could be used even for these products?**

**Response.** GPO’s response to QFR 30 from the May 17 Committee hearings was the following:

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 [which is essentially the process we use in procuring work for the executive branch], we are unable to identify “the best procurement vehicle...that could be used to procure each order from the private sector through GPO” [emphasis added].*

GPO also stated:

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.

Such changes would also impact the cost of procured work for the House, thereby affecting the evaluation of any procurement vehicle for congressional work. As we have reported to GPO’s Inspector General, items such as the permanent edition of the *Congressional Record*, the Serial Set, and related items are used to balance the plant workload when Congress is out of session.

GPO supports the procurement of Federal printing requirements that are deemed to be commercially procurable, e.g., purchasable from the private sector on the same terms (timeliness, quality, and control) at less cost. GPO already procures some congressional work, such as House documents like *Women in Congress*, *Hispanic Americans in Congress*, *Black Americans in Congress*, and various miscellaneous products. However, ever since GPO's establishment by Congress, both Congress and GPO have worked together to invest in the specialized capability to produce work that is essential to the conduct of the legislative process under the direct control of the congressional leadership. Based on long experience in this field, we have serious concerns about whether savings can be achieved by procuring critical important congressional printing items without putting the effective conduct of legislative proceedings in Congress at risk.

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. GPO has taken a variety of measures, including equipment back-ups, personnel contingency plans, and COOP preparations, to ensure that congressional work is delivered on time when it is needed.

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. Additionally, GPO's congressional information databases also form the building blocks of other information systems supporting Congress. For example, they are provided directly to the Library of Congress to support its **Congress.gov** system as well as the legislative information systems the Library makes available to House and Senate offices. We work with the Library to prepare summaries and status information for House and Senate bills in XML bulk data format. We 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. We have serious concerns about the level of control that could be retained over the complex web of print and digital services we provide to Congress in support of the legislative process if it were to be commercially procured.

Added to the costs of contracting out congressional work would be the cost of a reduction-in-force for hundreds of GPO employees, the cost of dismantling millions of dollars in equipment and IT systems supporting congressional publishing, the administrative expense of establishing secure mechanisms to ensure the on-time delivery of congressional products to Congress, the

expense of assuring congressional products are posted online and transferred to the Library of Congress for incorporation into **Congress.gov** and the LIS systems supporting the House and the Senate, establishing a contracted workforce to support Congress's mobile COOP plans, and related expenses.

In the 21<sup>st</sup> century, successive strategic plans developed by GPO have not included any plans for contracting out congressional work. In testimony on GPO's appropriations request for FY 2007, then-Public Printer Bruce James said, "...[N]o country in the world has been willing to give up the official journals of government, and in our case that would be the *Congressional Record* and the *Federal Register*. *Those are inherently governmental. No one would trust anyone other than the Government to do those*" (House Legislative Branch Appropriation hearings, FY 2007, p. 21; emphasis added). GPO's business unit that is responsible for congressional products continues to be called Official Journals of Government. Working with Congress and using digital technologies, GPO has reduced the cost of congressional printing by more than 70% in real economic terms since 1980 and the past five fiscal years GPO's appropriations for Congressional Publishing have been flat. This pattern of cooperation and modernization has been highly beneficial to Congress and the taxpayers.

**14. For the record since GPO was unable to answer Mr. Smith's question during the hearing, please answer the following question: the May 17<sup>th</sup> Committee on House Administration hearing on GPO has a transcript that is approximately 39 pages long, the QFR request is approximately 13 pages, Director Vance-Cooks' prepared statement is approximately 11 pages, and GPO's responses to that QFR request run over 1,100 pages. The Committee would like to know how much GPO charges to compile and print the record of this important oversight hearing?**

**Response.** The total page count of GPO's response to the Committee's questions for the record of the May 17, 2017, hearing is 1,144. The Committee's 66 questions, several of which included multiple parts, asked us to provide a variety of data that was voluminous, including:

- "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 [sic] by Director Vance-Cooks: digital production, digital management or digital product development," without personally identifiable information. "For those new hires that fall into one of the three categories, please also include a copy of the vacancy announcement and position description" (325 pages);
- "a table for all orders charged against the CP&B [sic] 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" (GPO provided data for House orders only, comprising 237 pages);
- "a copy of each study" showing "that it is more cost-effective for agencies and the taxpayer to contract out printing that is deemed to be procurable," comprising various congressional hearings, GPO Inspector General studies, and

other materials (212 pages);

- a list and description of “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” including “the amount charged to the Agency customer” (133 pages);
- “a roster of employees (including all of GPO not just Plant Operations) who took LWOP” [Leave Without Pay] for “calendar year 2007 to present,” including “how much time each employee took each year indicating the title, position, pay plan, series, grade, step, annual salary, and cost code,” exclusive of personally identifiable information (69 pages);
- “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)” for “calendar year 2016,” without personally identifiable information (37 pages); and
- other miscellaneous data and information comprising 55 pages.

Apart from responding to these specific requests for data, GPO’s response to the Committee’s questions for the record totaled 58 pages (including a 7-page listing of “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” requested by the Committee; GPO provided the information by state rather than by congressional district), along with 9 pages of information on GPO’s key technology initiatives, 8 pages of data on GPO international travel from FY 2006-2010, and 1 page for a letter of transmittal.

To print this hearing, including making the hearing itself available online on GPO’s Federal Digital System (FDsys, at [fdsys.gov](http://fdsys.gov)) and its successor system, **govinfo** (at [govinfo.gov](http://govinfo.gov)), the Committee has different options that utilize different page rates based on the method of copy submission to GPO:

Submission of a print-ready PDF file	\$65.00/page
Submission of camera-ready copy	\$69.00/page
Submission of manuscript copy	\$113.00/page

These page rates refer to the finished page as produced by GPO, not the number of pages in the submission. As a rule, text formatted as a print-ready PDF file or as the result of composition by GPO from manuscript copy generally results in a hearing page-count that is less than that represented by the same content on 8.5 x 11” paper. Camera-ready copy results in a page count the same as the submitted text. However, while many committees use camera-ready copy for hearing exhibits, few if any use camera-ready copy for the transcript of the hearing itself.

As noted in the response to QFR 11, above, the page rate for submission of a print-ready PDF file is the same as it was in FY 2012; the rate for submission of camera-ready copy has been reduced from what it was in FY 2012 by 4.2%; and the rate for submission of camera copy is just \$1 greater than it was in FY 2012, or 0.9%.

**15. In the hearing Mr. Davis requested clarification on a few of Director Vance-Cooks' responses regarding the Federal Depository Library Program. In QFR number 8 regarding what GPO learned during FDLP library visits, GPO wrote: "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." Yet in QFR number 6, GPO wrote: "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." Please help the Committee understand and reconcile GPO's two responses. The "substantial processing burden" to which GPO refers seems like a core function of what SuDocs needs to be doing to ensure that all in-scope documents, whether electric or tangible, make it into the FDLP. How does GPO propose to ensure that the depository libraries receive this information if it is such a burden for GPO?**

**Response.** 44 U.S.C. 1902, enacted in 1962, requires each Federal agency to provide GPO with a "list of publications" produced each month. Today, because many Federal agencies do not carry out this task, the FDLP cannot depend on the production of such lists to ensure the inclusion of publications and other information products in the program. It would be helpful to change 44 U.S.C. 1902 to allow other options instead of a "list" to notify GPO of published titles.

Because agencies are frequently unaware of or otherwise do not supply GPO with notification of publishing activities, we work with agency printing officers, the newly formed Federal Publishing Council, staff at GPO's regional offices, and with direct agency contacts to share information about the requirements of the FDLP and the benefits of including agency publications in the FDLP. All notifications, in whatever format, are reviewed by staff located in GPO's headquarters for appropriateness and inclusion in the FDLP.

GPO continues to share copies of tangible publications when available to depository libraries; these are sent to libraries generally on a weekly basis. For libraries that prefer to select materials in digital format only, new titles are included in the *Catalog of U.S. Government Publications* and libraries are able to download bibliographic records for publications in all formats. Libraries are able to update their selection profile throughout the year for tangible and digital publications, with the tangible publications being added to the libraries' profiles at the beginning of each fiscal year, and digital items are added immediately.

GPO values its responsibility for identifying, cataloging, and distributing in-scope publications for dissemination to the libraries participating in the FDLP as core functions of the Superintendent of Documents organization, regardless of publication format. With the amount of material now in-scope for the FDLP having increased greatly with Federal agencies

publishing directly to the internet, GPO works in many ways to make this information available to Federal depository libraries. The methods used by GPO to ensure agency publications (both print and online) are identified at the start of the publishing process include the following resources, which all include spaces for format and for hyperlinks for electronic documents:

- Intent to Publish, Form 3868 (IntentToPublish@gpo.gov)
- SF-1 (<https://www.gpo.gov/customers/sfas1.htm>)
- Document Discovery process for Federal agencies to notify GPO of online resources when the initial publication was not developed through or with GPO (<https://beta.gpo.gov/how-to-work-with-us/agency/services-for-agencies/dissemination-program>)

For publications that are not identified through these means and for reporting publications that are available in depository libraries and other institutions, but which have not been included in GPO's Catalog of U.S. Government Publications, GPO uses the Lost Docs Reporting tool: <https://www.fdlp.gov/collection-tools/lostdocs>.

GPO has established the FDLP Web Archive, which comprises selected Federal websites, harvested and archived in their entirety to create working "snapshots" of the websites at various points in time. The aim is to provide permanent public access to Federal agency web content. Federal websites have become an important way that agencies communicate information to the public. However, web content often appears or disappears without warning. Archiving these websites is part of fulfilling GPO's mission to provide permanent public access to Government information. In addition, GPO is working on a project with the Federal Research Division of the Library of Congress, through an interagency agreement, to learn more about how agency information products, the dissemination of them, and their preservation practices have changed in the digital age.

**16. In response to Mr. Davis' question, Director Vance-Cooks testified, "So that reference to the list, that is an outdated type of methodology...The lists are just not practical because no one looks at lists anymore. It is all primarily digital."**

**Please help the Committee understand, is it GPO's assertion that "lists" cannot be provided in a digital format?**

**Response.** The issue is not whether lists are provided in print or digitally. It involves the frequent absence of such lists altogether and the multiple proactive measures GPO must take to track publications and other information products issued by agencies. As noted above, all the major forms used by GPO to solicit and track publications from Federal agencies (Intent to Publish, Form 3868; SF-1; Document Discovery process) currently include spaces to indicate whether a format is digital or other, and to include a hyperlink when available. However, the use of lists of publications does not encompass all the available methods for identifying current and historical Federal agency publications and incorporating them into GPO's workflow. GPO uses a type of list under agreements with agencies, such as NREL, which requires them to notify GPO of new publications, regardless of publishing format. Other partnerships, such as GAO and

NASA Technical Reports, include requirements for GPO to monitor their RSS feeds for new publications.

**(a) Has GPO's Superintendent of Documents (SuDocs) ever specified the format of the lists from agencies?**

**Response.** As noted by Director Vance-Cooks in her testimony, specifications for notification of publishing activities are shared with Federal agencies via circular letters. GPO has issued several circular letters to address questions related to agencies' participation in the FDLP. The most recent one is Circular Letter no. 794, Disseminating Information Products to the Public through GPO's Federal Depository Library Program, [www.gpo.gov/pdfs/customers/cir794.pdf](http://www.gpo.gov/pdfs/customers/cir794.pdf). The requirements of Title 44 for agencies, the purpose and goals of the FDLP, the definition of a Government publication, the benefits of participation in making Federal publications available to libraries, and how to provide the information to GPO about agency publications are clearly spelled out in this circular letter.

**(b) Is there any reason that GPO's SuDocs could not specify the format of the lists requested to include a digital format and hyperlinks to each electronic document, if available?**

**Response.** Because the term "list" is used in Title 44 as requirement, we recommend revision of the "list" language in 44 U.S.C. 1902 to reflect the use of current and future technology and the range of options currently provided to agencies as identified and discussed above.

**17. Directing GPO's attention to QFR number 49, in which the Committee requested information about the Catalog of Government Publications. The catalog is based on sections 1710 and 1711 of Title 44 and is intended to provide a comprehensive index of every document issued or published by a department, bureau, or office not confidential in character. The Committee sought information on whether the index includes all historical titles in every regional depository library. GPO wrote: "It does not." The Committee requested additional information on what it would take to make the index exhaustive of all titles in every regional depository library. GPO did not respond to that part of the question. Please answer the question for the record now.**

**(a) What would be involved to include all historical titles?**

**(b) Adding a further dimension, has the FDLP ever consider digitizing these historical titles so that every American could have access to the digital collection?**

**(c) What would that type of expansion in (b) entail?**

**Response.** The *Catalog of U.S. Government Publications* (CGP) is intended to be the National Bibliography of U.S. Government Publications and the finding tool for electronic and print publications from the legislative, executive, and judicial branches of the U.S. Government. The CGP contains descriptive records for historical and current publications and provides direct links



to those that are available online. The CGP is updated daily and it includes records for publications dating back to the late 1800s, making the CGP the central point for locating new and historical Federal Government publications. While the CGP does not include records for all historical publications, those publications are indexed in the CGP's predecessor, the *Monthly Catalog of U.S. Government Publications*, which is a print index, and had been printed since the passage of the Printing Act of 1895.

As discussed in detail in GPO's response to QFR 49 for the May 17 hearing, the Historic Shelflist is GPO's historic card catalog, containing information on publications dating back to the 1870s, and it represents the earliest bibliographic records held by the agency. Incorporating these records into the CGP is a major step to create a comprehensive online bibliography of Government publications. Using a multi-prong approach, historic records are being added to the CGP in an effort to achieve this goal, and the following information updates the data supplied in our previous answer:

- To date, GPO staff and contractors have manually transcribed and enhanced more than 186,000 records and work on the transcription of the Historic Shelflist is 60% complete.
- GPO has established several cooperative cataloging efforts focusing on historic titles with depository libraries and seeks to grow this "collective-effort" approach by expanding the number of participating volunteer partners. Additionally GPO has made cataloging records available through the CGP for historic titles digitized by a Federal depository. To date, more than 14,400 records for historic titles have been added and 5 partnerships with libraries are currently underway.
- Between 1895 and 2004, GPO produced the *Monthly Catalog of U.S. Government Publications*. Transcription of the 1895-1898 monthly catalogs was completed in 2015 and produced approximately 9,600 records in the CGP.

Additionally, we are cataloging a collection of congressional prints and hearings from Kansas State University. The University weeded its collection of congressional material and GPO acquired it to use for cataloging of the historic titles. This effort added over 17,600 records for historic hearings and prints to the CGP.

As we have reported previously to the Committee, in the information regarding our strategic initiatives for FY 2017 and elsewhere, GPO is already actively digitizing historic materials, and priorities are outlined in GPO's System of Online Access, Collection Development Plan (<https://www.fdlp.gov/file-repository/about-the-fdlp/gpo-projects/trustworthy-digital-reports/2812-gpo-s-system-of-online-access-collection-development-plan>). GPO also partners with Federal agencies or depository libraries to ingest previously digitized content into FDsys. The efforts underway to digitize and make available digitized versions of historic titles include the following:

- We digitized and created metadata for the permanent edition of the *Congressional Record* in partnership with the Library of Congress. The digital versions are being released in decade batches. Volumes from 1921-1989 resulting from this process are currently

available on Fdsys/**govinfo**. Additional volumes will be released in the coming weeks.

- We are digitizing historic issues of the *Federal Register* from 1994 back to 1936, in partnership with the Office of the Federal Register. Digital copies for issues from 1980-the present are currently available on Fdsys/**govinfo**. The remaining issues will be publicly available as digitization is completed in the coming months.
- GPO is also partnering with Federal depository libraries to make historic titles digitized by the libraries available through **govinfo**. To date, historic material digitized by others includes:
  - Panama Canal related publications: <https://www.govinfo.gov/collection/panama-canal> from the University of Florida;
  - Historic Treasury Department publications: <https://www.govinfo.gov/collection/treasury-department>; and
  - Warren Commission Hearings: <https://www.govinfo.gov/features/warren-commission-report-and-hearings> from Boston Public Library.

Guidance for libraries interested in potentially providing digitized content for ingest into **govinfo** is available at <https://www.fdlp.gov/about-the-fdlp/partnerships>.

- GPO has developed and awarded a blanket purchase agreement for digitization and related services. This contract will be used to digitize historic titles based on the collection development plan for **govinfo**.

To achieve comprehensiveness, GPO will continue working on the efforts described above. This includes working closely with regional and selective libraries to identify their unique collections and incorporate the identified titles into CGP to fill in gaps through additional partnerships. To provide more immediate access to historic cataloging records (1774-2004), GPO will digitize *Monthly Catalog* volumes (1895-2004), its predecessor and related titles, and make that content searchable through Fdsys/**govinfo**.

**18. Focusing on QFR number 8 regarding what GPO learned during FDLP library visits, GPO wrote: ‘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.’**

- (a) **Would you agree that “preservation services for Federal publications” should be a priority for GPO? Yes or no.**
- (b) **Should Title 44 be amended to specify GPO’s role in “preservation services for Federal publications?”**

**Response to 18(a) and (b).** Preservation services for both tangible and digital publications should be a priority for GPO and Title 44 should be amended to reflect this. Government information is an important national asset, part of our national heritage, and it must be preserved. One of the Principles of Government Information conveyed in [\*Study to identify measures necessary for a successful transition to a more electronic Federal Depository Library Program: as required by Legislative Branch Appropriations Act, 1996, Public Law 104-53\*](#) is that Government has the obligation to preserve its information. Other than GPO, there is no other Federal agency responsible for continual preservation of and permanent public access to the scope of content found in the Federal Depository Library and the Cataloging and Indexing programs of the Superintendent of Documents.

Preservation is a critical function of the lifecycle management of Government information. Without programmatic preservation that includes preservation services, there cannot be permanent public access to tangible or digital official, authenticated, Government information for future generations. This is possible only when access is grounded in preservation principles and best practices.

In 2003, the National Archives and Records Administration (NARA) and GPO signed an agreement establishing GPO as NARA Affiliate. Affiliates, act as NARA's agent for arranging, describing, preserving, and providing reference and access services for the Federal records; it ensures that the documents available on FDsys/**govinfo** will be available permanently. This agreement was the first of its kind between NARA and another government agency to specifically address electronic government records. As an amendment to GPO's Affiliate designation, the depository library at the University of North Texas (UNT) was named a NARA Affiliate for the CyberCemetery, UNT's collection of websites of Federal agencies that are no longer in business.

In January 2013 the National Academy of Public Administration (NAPA) released its study [\*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age\*](#) . One recommendation NAPA made was:

*To safeguard the historical documents of our democracy for future generations, GPO should work with depository libraries and other library groups to develop a comprehensive plan for preserving the print collection of government documents. This plan should include cataloging, digitizing, and preserving tangible copies of government publications, a timeline for completion, and options for supporting the effort financially, as well as a process for ingesting digitized copies into the Federal Digital System. Congress should appropriate funds for the purpose of cataloging, digitizing, and preserving the government collection.*

- (c) For the past two years, GPO requested \$1.5 million in cuts to the Superintendent of Documents appropriation, and instead directed the money to fund working capital for other GPO priorities. Please reconcile this testimony with GPO's prior appropriations requests.**

**Response.** Capital items supporting the mission of the Public Information Programs (PIP) of the Superintendent of Documents were included for each year FY 2016-2018 in GPO’s request for the Business Operations Revolving Fund. These funds were for the development of FDsys and **govinfo**, which incidentally serve as digital preservation repositories, and totaled \$5 million for FY 2018, \$4.175 million for FY 2017, and \$4 million for FY 2016. With the approval of the Appropriations Committees, GPO also uses any unexpended balances of prior year appropriations of the Superintendent of Documents’ programs for PIP purposes.

### **Questions for the Record Submitted by Rep. Loudermilk**

**1. Official Time: Director Vance-Cooks, I want to thank you for the follow-up letter you sent following this hearing clarifying GPO’s current record-keeping of union official time. I submit your letter, which my office received on July 19, 2017, for the record. In the letter you explain that beginning in 2015 with the elimination of 100% union official time, specific justification qualifications have been put in place for prior approval of union official time. Can you please share what those justifications are?**

**Response.** Under an agreement negotiated with GPO’s unions, union officials are allowed a “reasonable and necessary” amount of official time and are required to “minimize the use of official time to the greatest extent practicable and to conduct necessary representational activities as efficiently as possible.” As Director Vance-Cooks noted in her letter to you, our time-tracking program, WebTA, records 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. In 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. All union officials must now request official time in advance, provide the general nature of the request (participating in negotiations, filing grievances and appeals, and participating in labor-management relations such as official meetings), the number of hours requested, and the location of their meeting. This information allows management to evaluate the request and confer with agency counsel, as appropriate, prior to approval. Data available on OPM’s website and at GPO shows the effect of this policy change:

<u>Fiscal year</u>	<u>Union official time hours*</u>
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.

**2. To my understanding, GPO does all the official printing for Presidential inaugurations - everything from the tickets to the menus at the official events. As we become more digitized, has there been discussion at GPO concerning the potential decreased need of physically printing these items and focusing attention solely on the digital design aspect of, for example, tickets become QR codes? How do you see these types of modernizations being factored into GPOs strategic plans moving forward?**

**Response.** The specifications for printed and related materials for Presidential inaugurations that are produced by GPO, including those products with security features that are developed in coordination with the U.S. Capitol Police, are established by the Joint Congressional Committee on Inaugural Ceremonies.

**3. The amount of printing responsibilities under GPO's jurisdiction is staggering — a fact that is not surprising given the agency's role as the printer for the entire Federal Government. GPO sources its inputs such as paper and binding supplies competitively, correct? Can you please provide the amounts of these products GPO used in production during the last fiscal year? i.e. how many feet of paper? How many gallons of ink? Please include in this information other key inputs.**

**Response.** GPO competitively sources print sources and supplies from the private sector, including equipment, paper and inks.

For 2016, GPO issued approximately 3,900 tons of paper for Plant operations and an estimated 600 tons of paper for U.S. passport production, and provided 800 tons of paper in response to purchases made by Federal agencies from our online paper store. Additionally, GPO print contractors used an estimated 54,000 tons of paper in production of print products for Federal agencies. This total utilization of 59,300 tons of paper represented approximately .006% of the 9.125 billion tons of paper consumed annually in the United States today (<http://www.statisticbrain.com/paper-use-statistics/>, accessed September 22, 2017). By contrast, in FY 1994, the year that GPO began the dissemination of digital versions of the *Congressional Record*, the *Federal Register*, and other key Government documents, GPO purchased 45,500 tons of paper for plant production and sales to Federal agencies, while GPO print contractors used an estimated 275,000-300,000 tons of paper in producing work for Federal agencies. At that time, Government paper consumption, including paper ordered by both GPO and the General Services Administration (GSA), reportedly constituted 2% of total U.S. paper consumption. The volume of paper used and sold by GPO today represents an 80+% reduction since 1994.

For FY 2016, GPO issued approximately 11,300 lbs of ink for sheet-fed press printing and 22,900 lbs of ink for web press printing in Plant Operations, or approximately 17.1 tons of ink. By contrast, in 1994 GPO issued 108 tons of ink for Plant operations, indicating a decrease of

more than 80% since then in ink utilization.

**4. Considering that the GPO maintains over 1,200 Federal Depository Libraries as well as a large printing operation, the GPO must have a significant quantity of outdated documents and production waste. Does the GPO recycle any of these documents and production waste? How many documents are recycled or discarded by other means annually? What other methods are used to discard outdated/ unused documents?**

**Response.** Concerning paper waste in the GPO’s Plant Operations production processes, GPO for decades has had a program to collect waste paper and sells it for recycling. The proceeds of the sale are credited to GPO’s Business Operations Revolving Fund.

GPO does not maintain depository libraries but instead we distribute publications to them for their Government documents collections. The FDLP today includes 1,043 libraries nationwide (as of the end of August 2017) and is predominantly electronic, although GPO still distributes a declining quantity of print products to meet the needs of the libraries and their patrons. Concerning outdated publications, after GPO distributes documents to the libraries, they follow a process outlined in 44 U.S.C. 1912 to dispose of the documents. Regional depository libraries may permit depositories within their areas served to dispose of documents “which they have retained for five years after first offering them to other depository libraries within their area, then to other libraries.” If documents are approved for disposal by the regional and no other libraries wish to incorporate them into their collections, they are marked as withdrawn and then may be recycled, destroyed, or put in the regular trash. Libraries have not reported on the number of publications discarded in the past, nor do they do that now.

In FY 2017, GPO is implementing a new software tool called FDLP eXchange to be used in the document withdrawal process. This tool allows more detailed tracking of the number of documents withdrawn from library collections or moved from one library collection to another, but does not specifically capture information about how many documents are recycled or discarded. A requirement could be added in the next phase of development to allow that information to be captured.

### **Questions for the Record Submitted by the Minority**

**1. You have furnished the Committee with information on your strategic initiatives for 2017. What is the implementation status of these initiatives?**

**Response. GPO Priority Project Updates, as of September 2017:**

#### **Acquisitions Automated System**

- Systems integration, configuration, and test system deployment activities for the Oracle Contracting Lifecycle Management (CLM) module have been completed. Preparations are underway for user training and testing, with expected completion and operational deployment in the first quarter of FY18.

#### **Composition System Replacement (CSR)**

- Beta Release 1.1 was deployed in June and included:
  - Composition of Resolutions and Amendments
  - Ability to insert a “Draft” watermark on CSR PDF output files
  - Ongoing style improvements and bug fixes
- Beta Release Version 1.2 is scheduled to be released in October
  - Key functionality includes:
    - COM API interface that improves the way House and Senate authoring tools interact with CSR
    - Ongoing style improvements and bug fixes, including review of over 6,000 Bills composed by CSR Beta users on the Hill (Senate Legislative Counsel)
- Actively working on composition of the United States Code with the aim of composing the 2018 Main Edition directly from XML using CSR.

### **Digitizing Historic Documents**

- Federal Register: Digitized versions for 1990-1994 were made available on **govinfo** in January; Second release (1980-1989) was made available in August. The third release (1970-1979) is scheduled for November.
- Bound Congressional Record: To date, volumes for 1998-1931 have been made available on **govinfo**; Next release of volumes for 1930-1921 will be released late September 2017

### **Facilities Projects**

- These are projects such as preparing space for occupancy by the NARA legislative archives facility as well as necessary improvements to manufacturing and office space utilized by GPO employees. These projects are generally on track.

### **Govinfo**

- Next release is scheduled for the end of September
- Key features include:
  - Software and security updates
  - Validation utilities to support preservation
  - Services to support FDsys retirement
  - Updates based on user feedback
  - Design improvements
- Plan to move **govinfo** out of beta in December 2017 and retire FDsys by 2019

### **GPO.gov 2.0**

Key accomplishments:

- Migrated all required content to the new beta site
- Stood up a continuity of operations (COOP) failover environment
- Released beta version 1.5.0

Planned activities:

- Beta releases 1.6.0 and 1.70
- COOP environment failover testing

- Plan to move out of beta in Fall 2017

### **Manufacturing Workflow/Cost Accounting System**

- Teaming with EFI, GPO has begun development of the GPO-specific configuration of EFI Pace, with a target implementation date of 2018. The implementation will enable the replacement of legacy systems (PEPS and PROBE), and provide functionality supporting the Warehouse Management System project, the Shop Floor Data Collection project, and the Cost Management System project.

### **Next Generation Firewall Project**

GPO is on track for the FY17 strategic implementation of the project

- Technical evaluations on proposals have been provided and contract is planned to be awarded in October, aligning with project goals for completion of the project by the end of FY18

### **NextGen Passport**

- Continuing to finalize the manufacturing proof of concept for the full passport book at both secure production sites
- Strengthening and refining the Quality Assurance System that will support the Next Generation Passport Program
- Continuing to procure and install the bindery equipment uniquely designed to support the manufacturing of the Next Generation Passport

### **Printing Procurement System Modernization**

Key accomplishments:

- Initiated acquisitions planning for overall contract
- Submitted FY18 program budget/5-year projection
- Prioritized epics for overall contract implementation planning

Planned activities:

- Release solicitation package and begin review/response process
- Prepare plan and schedule for the anticipated award date
- Develop DASH-Oracle Integration plan

### **TDR Certification**

- External audit: GPO has taken appropriate steps to address all recommendations and findings from the internal gap analysis and assessment performed in 2015-2016; evidence to support GPO's commitment to compliance in all 109 criteria of ISO 16363 is demonstrable
- Next Steps: Request for Proposal; Evaluation of responses to proposals

### **USLM Projects**

- Mapping locators to USLM XML for enrolled bills
- Mapping SGML to USLM for the Federal Register and CFR
- Creating sample USLM XML for stakeholder review



- Building automated transforms based on the mappings
- Incorporating stakeholder feedback into development sprints
- Interfacing with **govinfo** and CSR teams on integration activities

**2. You have initiated the process of reviewing chapter 19 of title 44, U.S.C., to ensure it comports with the current needs of Federal depository libraries. What have you identified as areas in need of improvement or revision?**

**Response.** The mandates of Chapter 19, Depository Library Program, are grounded in the era of ink-on-paper printed publications. They should be revised to allow GPO to administer the FDLP and other Public Information Programs of the Superintendent of Documents effectively in the digital age and provide flexibility for the libraries to continue to participate and best serve their communities.

Changes to Chapter 19 should support the vision conveyed in GPO's National Plan for Access to U.S. Government Information: "To provide Government information when and where it is needed" to ensure the public access has effective, equitable, and convenient access to Government information in the form and formats they need.

GPO's priorities for chapter 19 revision include the following:

- 1 A firm prohibition on charging the public any fees for accessing Government information through the FDLP, and a guarantee of privacy for Government information users in depository libraries and online.
- 2 GPO should be made responsible for the lifecycle management of digital and tangible Government information (identify, acquire, catalog, preserve, disseminate, reformat) from all three branches of the Federal Government.
- 3 The definition of a Government publication found in 44 U.S.C. 1901 should indicate "regardless of form or format," which will codify digital content and successor formats. The term "Government publication" should be revised to refer instead to "Government information dissemination product" or a comparable description. Further change to section 1901 is needed to remove the language of "published as an individual document" as online content is not always conveyed as one file.
- 4 Recognition that GPO administers a distributed "National Collection of Government Information," or "National Library of Government Information" housed in Federal depository libraries, and works in collaboration with other national libraries (Agriculture, Medicine, Education, Transportation, and the Library of Congress).
- 5 A Preservation Program must be a component of the Public Information Programs of the Superintendent of Documents to ensure permanent public access to the corpus of Federal Government information for future generations.
- 6 Authority to digitize previously printed historical materials disseminated to the public

(could be a revision to either chapter 19 or chapter 41, USC). Similarly to assist in this effort, provide authority for GPO to accept and ingest digitized content, metadata, cataloging information, and other products and services for inclusion in FDsys/**govinfo**, or shared repositories for preserving print and digital Government information.

- 7 Grant authority that initially will allow regional depository libraries to receive funding for innovative digital activities within their states that improve access to Government information.
- 8 The requirement for Federal agencies to supply GPO with lists of publications in section 1902 should be updated through a mechanism that ensures agency notification and supply of digital and tangible content to GPO.
- 9 Flexibility for depository libraries, particularly regional depositories, in managing their collections of depository resources, should include the ability to share collections and services across state lines, with the approval of the Senators from the participating states.
- 10 Regional tangible discards should be allowed when content is available on GPO's system of online access or from a GPO partner that meets the criteria for a trusted digital repository, as determined by the Superintendent of Documents.
- 11 Repeal of the 10,000 book requirement of section 1909 because it is no longer a metric for success or sustainability. Instead, amend section 1905 to require GPO staff to visit potential depository libraries to assess their sustainability for housing depository collections or providing access services.
- 12 GPO should be provided a greater role in the disposition of material in depository libraries through authorization to establish retention parameters for both selective and regional depository libraries, and regardless of the presence of a regional depository library in the state.
- 13 Allow regional and selective depository libraries to elect to receive Government information products in the forms and formats (i.e., paper, digital, and microfiche) that best meet the needs of the communities they serve.
- 14 Revise section 1907 by deleting "after first offering them to the Library of Congress and the Archivist of the United States" and inserting instead "after first offering them to GPO."
- 15 The requirements of sections 1710-1711 for a Catalog of U.S. Government Publications should be transferred to chapter 19 and revised to require not only information on Government publications, regardless of form or format, but to also include information on where content is held and how it can be accessed. That is, the CGP will become an inventory of the National Collection. Sections 1710 and 1711

- should also be revised to eliminate the requirement for production of printed indexes.
- 16 Consider transferring sections 4101 and 4104 to chapter 19, and repealing sections 4102 and 4103.

**3. Please describe any efforts to modernize GPO equipment and operations.**

**Response.** The Plant's modernization effort consists of two parts, replacement of business-critical legacy IT systems with best-in-class technologies, and retooling core printing and bindery equipment with efficient state-of-the-art technologies.

As we have reported to the Committee, GPO's Plant is currently developing the Composition System Replacement (CSR) software. This system will replace Microcomp, a 30-year old batched mainframe system application. Microcomp is the composition engine for most congressional documents and select Federal agency publications such as the *Federal Register*. CSR moves GPO to a composition model that is based on Extensible Markup Language (XML). Also, CSR will support enhanced search, retrieval, data formats, and repurposing of data.

In addition, the Plant is developing an implementation strategy to begin deploying a state-of-the-art management information system developed by EFI. The system will automate GPO's workflow and provide tools to more efficiently and effectively estimate, schedule, and plan work and collect shop-floor data. This system will replace the Production, Estimating, and Planning System (PEPS) whose architecture dates to the late 1970s/early 1980s. On the equipment side, Plant Operations has made a concerted effort to replace inefficient and obsolete equipment. The focus of the Plant's investment strategy is acquiring highly efficient equipment that provides computer-integrated technologies, automation, data capturing capability, and energy efficiency that is environmentally sustainable while reducing the overall footprint.

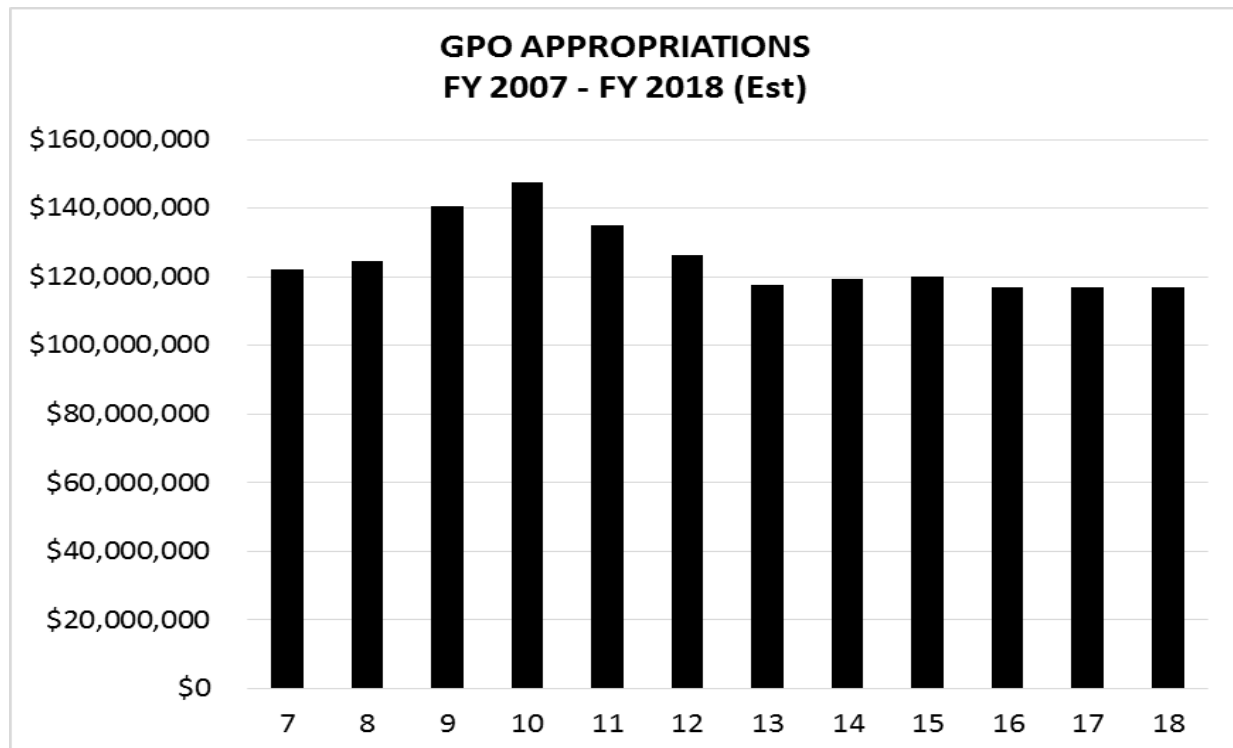
A list of Plant Operations investments over the past 5 years is at **Tab 7, QFR 3 (Minority)**.

**4. What has been the trend in GPO's annual appropriation since FY 2007?**

**Response.** (next page)

**GPO APPROPRIATIONS  
FY 2007 - FY 2018**

	<b>CP</b>	<b>PIP</b>	<b>RF</b>	<b>GPO Total</b>
FY 2007	\$87,954,100	\$33,095,630	\$1,000,000	\$122,049,730
FY 2008	89,775,000	34,912,500	0	124,687,500
FY 2009	96,828,000	38,744,000	4,995,000	140,567,000
FY 2010	93,768,000	40,911,000	12,782,000	147,461,000
FY 2011	93,580,464	39,831,178	1,655,682	135,067,324
FY 2012	90,700,000	35,000,000	500,000	126,200,000
FY 2013	82,129,576	31,437,000	3,966,847	117,533,423
FY 2014	79,736,000	31,500,000	8,064,000	119,300,000
FY 2015	79,736,000	31,500,000	8,757,000	119,300,000
FY 2016	79,736,000	30,500,000	6,832,000	117,068,000
FY 2017	79,736,000	29,500,000	7,832,000	117,068,000
FY 2018 Est.	79,528,000	29,000,000	8,540,000	117,068,000



**5. What role do GPO's regional offices play in the agency's print procurement program?**

**Response.** The role of GPO's regional offices includes:

- **Proximity to Customer Locations** to enable face-to-face interaction between GPO and customers for training, problem resolution, consultation on upcoming procurements, proof review, and other day-to-day live interactions with local customers and local vendors. Benefits include reduced travel expenditures for GPO and customers. Based on full year FY 2016 data for all GPO regional locations, 76% of regional office awards are for customers located within the GPO regional office designation. Based on comments contained in the 2016 Customer Survey, these customers recognize the benefits gained by the familiarity of our regional locations with their unique needs and with the local GPO contractors best suited to meet those needs.
  - **Time Zone coverage** allows GPO regional staff and local customers to better coordinate “business hours” meetings and communications.
  - **Extending hours of operation** for East Coast customers to make use of West Coast GPO RPPO’s to process rush/late day or other priority requirements.
  - **Proximity to Transient customers** such as Coast Guard and active military units with limited knowledge of print production processes.
  - **Conducting approximately 40 Remote Plant Visits and Pre-award surveys annually** on behalf of other regional offices or GPO central to minimize travel expenses and meet production schedules.
  - **High Touch Customer Experience** is the hallmark of the GPO regional offices as evidenced in the extraordinarily high ratings and associated customer comments contained in the 2016 GPO Customer Survey.
  - **Load sharing** resource to accommodate extra-ordinary workloads in other offices.
  - **Specialized Areas of Expertise** based on unique customer requirements. Regional office staff act as subject matter experts on a wide range of evolving Federal requirements and innovative technical solutions.
  - **COOP capability** for both GPO central and regional office locations in the event of closures due to weather or other circumstances that prevent GPO facilities from remaining operational. Our regional printing specialists are also telework ready to help ensure an operational status even if their office facility is non-operational. Regional GPO offices have also provided COOP for displaced customers to avoid delays in meeting critical production schedules.
  - **Per capita dollar volume** for regional employees averages \$1,093,419/employee on orders averaging \$2,729 per order (based on FY 2017 data as of June).
6. **What is the role of the Depository Library Council? What are the Council’s benefits?**

**Response. Role.** The Depository Library Council serves as an advisory committee to the GPO's Director and Superintendent of Documents, who request them to review current issues such as possible changes to Title 44. Council members also regularly make recommendations they deem important to Federal depository libraries now and into the future.

Members represent a cross section of the various types of libraries in the FDLP. As the FDLP is a multi-type, multi-size library program, the aim is to have membership that is diverse by geography, library types, and roles within or serving libraries. The majority of the Council's members work in depository libraries and have experience providing services for Government information.

The Depository Library Council consists of 15 members appointed by the Director. Members serve 3 year terms, with 5 members joining or retiring each year. All appointments to Council are made by the Director after consideration of recommendations from Council, library associations, the Superintendent of Documents, and others.

Council members are expected to participate in monthly conference calls and two meetings each year. In the spring, Council members meet together in person during a nationwide virtual meeting, with other participants attending virtually. In the fall, Council members meet in person in conjunction with an onsite and virtual conference.

**Benefits.** The Council represents the stakeholders at all Federal depository libraries, helping to identify and explain current issues within the FDLP. This representation of all various interests is important to supporting and continuing to develop an FDLP that will best serve library users with access to U.S. Government information resources.

Because of the diversity of the 15 members, their personal expertise and experiences are pooled together. GPO supports Council members meeting twice a year in person as this facilitates communication and deliberations. Cost-savings activities have been tried in recent years, including a reduction of in person meetings to one instead of two. However, holding two meetings each year where Council members meet in person results in better opportunities for more frequent, in depth work and better outcomes.

In addition to advising and helping to vision for the future, Council subcommittees also work on numerous projects of importance to Federal depository libraries, helping to support the current FDLP.

## **7. How did GPO contribute to the production of the President's budget for FY 2018?**

**Response.** The production of the annual *Budget of the United States Government* is a significant project for GPO. For the FY 2018 Budget, GPO furnished detailees to OMB to assist in preparing the document for printing. GPO printed and delivered copies of the *Budget* to OMB, Congress, Federal agencies, and depository libraries. GPO made printed copies available for sale to the public as well as posting the *Budget* online on FDsys and **govinfo**. Additionally, GPO procured the CD-ROMs of the *Budget* for OMB, Congress, and Federal agencies as well as for

sale to the public. As the *Budget* was produced, OMB Director Mick Mulvaney visited GPO. Subsequently, he sent a letter to Director Vance-Cooks, stating, "I am gratified by the speed and professionalism with which GPO assembled and produced the Budget *Blueprint* in March, and the full President's *Budget* request last month. In all cases, GPO quickly turned around and delivered a product that was on-time and exceeded expectations. OMB looks forward to continuing to work with GPO in the future."