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

*On GPO's Appropriations Request
for FY 2013*

HT-2, The Capitol

Tuesday, February 7, 2012
9:30 a.m.



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

It is an honor to be here today to present the appropriations request of the Government Printing Office (GPO) for fiscal year (FY) 2013.

Our request is for the Congressional Printing and Binding Appropriation and the Salaries and Expenses Appropriation of the Superintendent of Documents, both of which are included in the annual Legislative Branch Appropriations bill. These two accounts cover GPO's provision of congressional information products and services as authorized by law and our provision of public access to congressional and other Government information products through statutorily-established information dissemination programs under the Superintendent of Documents.

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



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

Along with sales of publications in digital and tangible formats to the public, GPO supports openness and transparency in Government by providing permanent public access to Federal Government information at no charge through our Federal Digital System (**www.fdsys.gov**), which today makes more 680,000 Federal titles available online from both GPO's servers and links to servers in other agencies, and sees more than 13.1 million documents downloaded every month. We also provide public access to Government information through partnerships with approximately 1,220 libraries nationwide participating in the Federal Depository Library Program. In addition to GPO's Web site, **www.gpo.gov**, we communicate with the public routinely via Twitter **twitter.com/USGPO**, YouTube **http://www.youtube.com/user/gpoprinter**, and Facebook **http://www.facebook.com/USGPO**.

GPO first opened its doors for business 151 years ago, on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President. Our mission can be traced to the requirement in Article I, section 5 of the Constitution that "each House shall keep a journal of its proceedings and from time to time publish the same." We have produced every great American state paper—and an uncounted number of other Government publications—since President Lincoln's time, including the Emancipation Proclamation. Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, military histories ranging from the *Official Records of the War of the Rebellion* to the latest

accounts of our forces in Iraq and Afghanistan, emergency documents like the ration cards and the “Buy Bonds” posters used during World War II, the Warren Commission Report on President Kennedy’s assassination, the Watergate transcripts, the 9/11 Commission Report, Presidential inaugural addresses, Supreme Court opinions, and the great acts of Congress that have shaped our society—all these as well as millions of other documents from the historic to the humble have been produced by GPO on their way to use by Congress, Federal agencies, and the public. Last year we opened a public exhibit on GPO’s history that has received extremely positive reviews. I encourage all of you to come by for a visit.

For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, we produce the documents and publications required by the legislative and oversight processes of Congress, including the daily *Congressional Record*, bills, reports, legislative calendars, hearings, committee prints, and other documents, as well as stationery, franked envelopes, and other materials such as memorials and condolence books, programs and invitations, phone books, and the other products needed to conduct business of Congress. We also detail expert staff to support the information product requirements of House and Senate committees and congressional offices such as the House and Senate Offices of Legislative Counsel.

GPO and Digital Information Technologies GPO’s present and future are clearly being defined by digital technology, and digital technology itself has radically changed the way printing is performed today. This is especially true where the information products used by the House and Senate are concerned. GPO’s conversion to digital databases for the composition of congressional publications occurred more than a generation ago. Today the activities associated with creating congressional information databases comprise the vast majority of the work funded by our annual Congressional Printing and Binding Appropriation.

In addition to using these databases to produce printed products as required by Congress, we upload them to the Internet via FDsys. Since we first went online with congressional information in 1994, we have provided Congress and the public with the definitive source not only of legislative but executive and judicial information online.

Our creation of digital databases of congressional information from which we can print and provide online public access has dramatically increased productivity and dramatically reduced costs to the taxpayer. As our budget submission shows, our digital production systems have reduced the level of the Congressional Printing and Binding Appropriation by more than two-thirds in constant dollar terms since 1980 while expanding our information capabilities exponentially.

GPO’s congressional database systems also form the basic building blocks of other information systems supporting Congress. Our congressional information databases are provided directly to the Library of Congress to support its THOMAS system as well as the legislative information systems the Library makes available to House and Senate offices. GPO and the Library are also collaborating today on the digitization of previously printed documents, such as the *Congressional Record*, to make them more broadly available to Congress and the public, and we are jointly developing a new process for updating the digital edition of the *Constitution Annotated*.

GPO’s digital systems also support other key Federal publications, including the U.S. Budget and, most importantly, the *Federal Register* and associated products, which we also



produce. Our advanced authentication systems, supported by public key infrastructure (PKI), are an essential component for assuring the digital security of congressional and agency documents.

The other major products that GPO produces are U.S. passports for the Department of State, the premier component of our secure and intelligent documents business unit. At one time no more than a conventionally printed document, passports today incorporate a chip and antenna array capable of carrying biometric identification data, which with other security features has transformed this document into the most secure identification credential obtainable. We have also developed a line of secure identification “smart cards” to support the credential requirements of the Department of Homeland Security for certain border crossing documents, and our secure credential unit has been certified as the only government-to-government provider of credentials meeting the requirements of Homeland Security Presidential Directive 12 (HSPD-12).

GPO in Partnership with Industry Other than congressional and inherently governmental work such as the *Federal Register*, the Budget, and secure and intelligent documents, we produce virtually all other information product requirements via contracts through a partnership with the private sector printing industry. In fact, our procurement operation handles approximately 75% of all work sent to GPO for production, currently amounting to \$350 million to \$400 million annually. This system is one of the Government’s longest running and most successful programs of utilizing the private sector, which is represented by more than 16,000 individual firms registered to do business with us, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American. This partnership provides great economic opportunity for the private sector.



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

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

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

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

Results of FY 2011 I am pleased to report that GPO's businesslike operations and its record of savings for the taxpayer resulted in the generation of \$5.6 million in net income for the year. As former Public Printer Bill Boarman noted in his annual report to Congress, however, the achievement of this positive financial result was not foreordained. Instead, the financial condition of the agency earlier in the year and the fiscal realities of 2011 presented GPO with a number of serious challenges. Overhead costs had increased significantly in recent years and were projected to increase further, threatening our financial stability. There was also a longstanding problem of nearly \$30 million in unrecovered payments owed to the GPO by Federal agencies.

In response, we worked with this Subcommittee and its counterpart in the Senate to resolve GPO's funding for FY 2011 at a level that was significantly lower than what was originally requested. We cut our annual spending plan for FY 2011 as previously submitted to the Joint Committee on Printing by 15%. We held the line on salary increases consistent with the pay freeze ordered by the President, reduced the number of senior-level managers, and implemented controls on hiring, travel, overtime, and related discretionary accounts. Together these actions resulted in a significant reduction in overhead expenses. To address the problem of outstanding payments from Federal agencies, we created a multi-disciplinary task force, an effort that by yearend reduced the balance of outstanding payments by more than a third.

To help Congress reduce its printing costs, during FY 2011 we conducted the first-ever survey of Senate and House offices on their continued need for daily printed copies of the *Congressional Record* and other documents. The survey resulted in an 18% reduction in the number of *Record* copies printed, the largest single-year reduction since GPO first introduced the online *Record* in 1994 (not counting the House's elimination of copies for public agencies and institutions designated by Representatives in 1995, the average annual reduction in the number of *Record* copies printed since 1994 has been 4%).

During FY 2011, we also conducted a voluntary separation incentive program, or buyout, to reduce staffing in anticipation of lower appropriations and other revenue sources. The buyout targeted a reduction of 15% of the workforce and, in combination with other staffing reductions, we achieved 95% of that goal, reducing GPO's workforce by 312 positions to 1,920, the lowest level in more than a century.

Another cost-saving initiative has involved discussions with outside agencies over their potential use of available GPO space, which could significantly reduce our facilities expense, as recommended by this Subcommittee in its report on our FY 2012 appropriations. We now have an agreement with the Architect of the Capitol to expand its use of our space, and we are in discussions with three other entities over their use of GPO space.

While we worked to reduce costs in FY 2011, we also made a commitment to do more with less. We developed and released a Strategic Vision Plan that emphasizes customer



service. The focus of the plan has begun to take hold as shown by the results of a recent survey of GPO's customer agencies. We gained the approval of the Joint Committee on Printing for an annual spending plan for FY 2012 that will yield new efficiencies in GPO's services while reducing costs by 6.4% compared with last year's plan. We continued the development of FDSys as Congress and Federal agencies move increasingly to the use of digital information products, and we added several new collections last year. At the request of the National Archives and Records Administration (NARA), we also used FDSys to support public access to the previously unreleased grand jury proceedings involving President Nixon, and last week we supported NARA again in releasing the audio tapes made on Air Force One as it returned to Washington following the assassination of President Kennedy.

We started a Facebook page for GPO, implemented a new pilot project to make Federal court opinions freely available online to the public, and expanded our partnership with Google Books to include Federal consumer-oriented information made available by the GSA as well as the first volume of the *Public Papers* of President Obama. We released a mobile app of our online *Member Guide*, the first of its kind by GPO, providing the public with access on a variety of devices to photos and other information about Members of Congress, and recently we supported the Library of Congress in its development of a new *Congressional Record* app for the iPad, as requested by the Committee on House Administration.

In summary, GPO's program of reducing costs while continuing to expand GPO's critically important information services to the Senate and House of Representatives, as well as Federal agencies and the public, is working and showing real and measurable benefits, and we plan to continue following this path.



FY 2013 Appropriations Request We are requesting a total of \$126.2 million for FY 2013 that will enable us to:

- meet projected requirements for GPO's congressional printing and binding operations during FY 2013;
- fund the operation of GPO's statutory information dissemination programs;
- continue the development of FDSys and implement other improvements to facilities infrastructure related to health and safety.

Our request represents no increase over the level of funding provided for FY 2012 in P.L. 112-74. Within our flat funding request, we are proposing to shift approximately \$7.3 million from the Congressional Printing and Binding and Salaries and Expenses appropriations to the Revolving Fund in order to expand our investments in digital information technology projects, including projects supporting increased online access to congressional and other Federal information, modernization of GPO's composition processes supporting congressional work, and related initiatives.

Congressional Printing and Binding Appropriation We are requesting \$83.6 million for this account, representing a decrease of about \$7 million, from the level of funding provided for FY 2012.

The estimated requirements for FY 2013 include a marginal price level increase due to projected increases in printing costs. However, this increase is more than offset by projected decreases in volume due principally to anticipated workload reductions for the *Congressional Record*, miscellaneous printing and services (this workload category increased in FY 2012 in part due to inaugural printing requirements), calendars, hearings, and bills, resolutions, and amendments. These workload decreases will also offset the production of the 2012 edition of the *U.S. Code*, which by law is issued in a new edition every 6 years.

Salaries and Expenses Appropriation of the Superintendent of Documents

We are requesting \$34.7 million for this account, a decrease of about \$300,000 from the level approved for FY 2012.

The requested funding will cover mandatory merit and other pay increases for 114 FTE's, the same number as FY 2012, as well as price level increases. The most notable workload increase will be for the production and distribution of copies of the *U.S. Code* for Federal depository libraries, since this is considered an essential FDLP publication. However these costs will be more than offset by a significant reduction in facilities and overhead costs formerly billed to this account resulting from the relocation of our depository distribution function from the main GPO buildings in Washington to our Laurel, MD, warehouse, as well as a reduction of other non-recurring costs (including the FDLP's migration and modernization of legacy systems which was funded in FY 2012), which will no longer be required to be funded in FY 2013.

Revolving Fund We are requesting appropriations of \$7.8 million for this account, to remain available until expended, to fund essential investments in information technology development and facilities improvements. Our request represents an increase of \$7.3 million over the level of funding provided for this account for FY 2012.

The request includes \$7.3 million for information technology development, including \$3.9 million to continue developing FDsys, \$1.5 million each for GPO's Composition System Replacement and Oracle business system projects, and \$400,000 for IT security improvements. These IT projects include components that will have a direct impact on the provision of digital information production and dissemination services for Congress, such as the development of a composition system to replace GPO's aging Microcomp-based system, improved support for congressional publications ingested into FDsys, and digitization of the bound *Congressional Record*, a project that GPO is working on in partnership with the Library of Congress. In addition, we are requesting \$500,000 for life/safety improvements for our buildings that include continued elevator repairs and renovation and new fire pumps.

Mr. Chairman, Representative Honda, and Members of the Subcommittee, this concludes my prepared statement. We look forward to working with you and the Subcommittee in your consideration of our appropriations request for FY 2013.

