

**LEGISLATIVE BRANCH APPROPRIATIONS FOR
FISCAL YEAR 2024**

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE
ONE HUNDRED EIGHTEENTH CONGRESS

FIRST SESSION

ON

H.R. 4364/S. 2302

AN ACT MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH FOR
THE FISCAL YEAR ENDING SEPTEMBER 30, 2024, AND FOR OTHER
PURPOSES

**Architect of the Capitol
Congressional Budget Office
Government Accountability Office
Government Publishing Office
Library of Congress
United States Capitol Police
United States Senate Sergeant at Arms**

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LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 2024

WEDNESDAY, MARCH 15, 2023

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

The subcommittee met at 10:01 a.m., in room SD-138, Dirksen Senate Office Building, Hon. Jack Reed (Chairman), presiding.
Present: Senators Reed and Fischer.

CONGRESSIONAL BUDGET OFFICE
THE GOVERNMENT ACCOUNTABILITY OFFICE AND
THE GOVERNMENT PUBLISHING OFFICE

OPENING STATEMENT OF SENATOR JACK REED

Senator REED. 2024 budget hearing, for the Legislative Branch Appropriations Subcommittee.

I would like to welcome the Ranking Member, Senator Fischer, to the Appropriations Committee, and our subcommittee. As the Ranking Member of the Committee on Rules, she brings to this new role a wealth of knowledge about the operations of the Senate and its support agencies.

And I know from serving with her on the Armed Services Committee, that she is a diligent worker, and a principal partner. I am delighted to be working with her, and the other Members of the subcommittee, in crafting responsible funding legislation that supports the Legislative Branch.

Today, we have with us the Comptroller General, Gene Dodaro; Director Halpern; and Director Phillip Swagel. I would like to thank you for joining us to testify on your agency's fiscal year 2024 budget.

I ask unanimous consent that the witnesses' written testimony be placed in the hearing record.

Hearing no objection, so ordered.

Again, let me begin by thanking the women and men of your agencies who work every day to facilitate the work of the Senate. Your agencies play key roles in ensuring that the Senate can perform its constitutional responsibilities.

The Legislative Branch agencies have submitted to fiscal year 2024 budget request, that account for a \$259-million increase over the fiscal year 2023 Legislative Branch Appropriations. While it is a priority to fund the important work of this Branch, we will be

carefully considering these requests to ensure they continue to improve our ability to meet our responsibilities to govern effectively.

In fiscal year 2024, the GAO is requesting \$859.7 million in appropriated funds, which is an increase of \$69.4 million over the fiscal year 2023 enacted level. The request proposes increasing the agencies' staffing level to 3,675 personnel, to fill critical skill gaps, and fulfill the GAO's mission to support Congress.

With the mandate required of the GAO to oversee spending of pandemic and Ukraine assistance funding, as well as many other mandates to conduct audits and assessments of Federal programs, the GAO's workload continues to grow.

The agencies' request also includes funding to continue building GAO's Science, Technology Assessment, and Analytics team to provide Congress with the most critical current information about technology. The GAO performs critical work on behalf of the Senate, and I look forward to hearing from Comptroller General Dodaro on his agency's work.

Today, we will also be reviewing the Government Printing Office request. The GPO is seeking an appropriation of \$132.5 million in fiscal year 2024, which is an increase of \$2.6 million over the fiscal year 2023 enacted level. The agency's request includes funding to continue its transformation to digital technologies which have increased productivity and reduce cost while facilitating public access to Congressional and other Government information.

The work that the agency performs on a daily basis for the Senate is critical, and I look forward to the Director's testimony.

And we will also hear from the Congressional Budget Office. The CBO plays an important nonpartisan role as it tries to provide clear, and objective, timely analysis, and reporting on budgetary and economic information for the Congress.

The agency's fiscal year 2024 budget request of \$70.8 million, which is an increase of \$7.5 million over fiscal year 2023 enacted levels. This increase provides salary and benefits for 11 new positions that are intended to continue to improve the responsiveness of the agency to the Congress so that Legislative work can be informed by the important information provided by the agency. The increase also provides funding to improve the agency's cyber security infrastructure.

Director Swagel and I have discussed the importance of the CBO's work, and how critical a timely response to Congressional requests is to our ability to conduct our work. I look forward to hearing about the innovative things the agency is doing to meet customer service expectations.

With that said, the goal of the Senate Appropriations Committee is to return to normal order for appropriations bills. As such, this subcommittee will be aggressively working to produce a thoughtfully crafted bill that can be considered by the Full Committee and the Senate in the coming months.

I look forward to the testimony of our witnesses, and to working with Senator Fischer towards this goal.

And now, I will return to the Ranking Member, Senator Fischer, for any remarks she might have. Thank you.

OPENING STATEMENT OF SENATOR DEB FISCHER

Senator FISCHER. Thank you, Mr. Chairman.

This is my first hearing with the Appropriations Committee, and I am grateful for the opportunity to serve as Ranking Member of the Legislative Branch Subcommittee.

Chairman Reed, I have greatly enjoyed serving with you on the Armed Services Committee. I look forward to working with you on this subcommittee and crafting a fiscally responsible bill that will meet the needs of our agencies and their work to support the Congress.

I would like to thank the three witnesses for appearing before the subcommittee today, and for their testimony.

Before I discuss the specific details of your budget requests, I must note that we are entering an uncertain budget cycle. After years of significant spending increases the Federal Government, as a whole, must exercise more fiscal constraint. Throughout this year's appropriations process we need to be good stewards of taxpayer funds, and make investments where they are truly needed.

Mr. Dodaro, as the Comptroller of the United States, you play a critical role in providing oversight of Government spending and finding needed improvements in Federal programs. For fiscal year 2024, the GAO seeks an increase of \$69 million. This is a sizable request. I would like to hear from you how this proposed increase will expand audit capacity, and provide greater oversight of the Executive Branch.

Dr. Swagel, the Congressional Budget Office—or the Congressional Budget Office's fiscal year 2024 request focuses on hiring new staff and building increased IT capacities. In your testimony I hope to hear how these proposed increases will improve CBO's forecasting accuracy and responsiveness to Congress.

Mr. Halpern, the Government Publishing Office serves a much needed role in producing and preserving the official documents of the Federal Government. The GPO's budget request continues funding the transition to digital technologies that will achieve savings, while also increasing transparency for the American public. I look forward to learning more about these efforts in your testimony.

Again, thank you, to our witnesses for being here today, I expect to have a productive conversation on these budget requests.

Thank you, Mr. Chairman.

Senator REED. Thank you, Senator Fischer.

I would like to first recognize, Comptroller General Dodaro, and then Director Halpern; and then, finally, Director Swagel.

THE GOVERNMENT ACCOUNTABILITY OFFICE

**STATEMENT OF HON. GENE L. DODARO, COMPTROLLER GENERAL,
THE UNITED STATES GOVERNMENT ACCOUNTABILITY OFFICE**

General DODARO. Thanks very much Mr. Chairman, good afternoon to you. Ranking Member, Senator Fischer, good afternoon. I am very pleased to be here to discuss GAO's request for fiscal year 2024.

First, I want to thank this Committee for its past support of GAO's work. I believe we have provided a good return on investment. Last year as a result of the implementation of our recommendations there were financial benefits to the government of over \$55 billion. And on average over the last 5 years, we have returned \$145 to every dollar spent on GAO.

Our work, for example, pointing out overlap duplication and fragmentation in the Federal Government is now in its 12th year. In the first 11 years, there have been financial savings of \$552 billion. So we have passed the half-trillion mark in that area.

Our work continues to be in high demand. We provide services to over 90 percent of the standing Congressional Committees as Members, Chairs, and Ranking Members request work. Our list of statutory mandates continues to grow. There are 158 mandates in the National Defense Authorization Act for this year and almost 100 mandates in the Consolidated Appropriations Act for 2023. There are 35 mandates in the Infrastructure Investment and Jobs Act, and the Inflation Reduction Act requires GAO oversight. So far we have 32 engagements ongoing or planned in that area.

Mr. Chairman you mentioned the work in the Ukraine, where we were directed to provide oversight of the Federal assistance provided. We will be tracking military aid and humanitarian assistance, and looking at the replenishment at DOD of the military equipment provided to Ukraine.

Also, recently, given the banking situation over the weekend, another mandate that GAO has will be triggered because we have to look at any designation of systemic risk made by the regulators. We also, during a global financial crisis, received statutory authority to review any Fed Emergency Lending Facility. So we will be looking at the lending facility the Fed recently set up. The CHIPS Bill had about 10 mandates for us as well.

So demand, as you point out, Mr. Chairman, continues to grow. And I think it is a good thing because the list of our domestic and international issues continue to grow. GAO can provide good assistance to the Congress in addressing these pressing national issues.

Now, Senator Fischer, of the 165 new FTEs that we want; there are four areas that I would like to increase our resources in. One is the science and technology area. Congress gave GAO the responsibility to conduct technology assessments. We are currently conducting assessments of forensic attribution of chemical weapons, regenerative medicine, and precision agriculture, which is one of the requirements in the CHIPS Act. And we will conduct a technology assessment of satellite defense technologies.

The use of artificial intelligence, biotechnology, decarbonization technologies, and other technologies is increasing faster than any time in human history. It is very important that GAO provide these technology assessments to the Congress so they can make timely and informed decisions.

Second, is National Defense: In addition to the Ukraine assistance that we will examine, there are 158 mandates in the National Defense Authorization Act. We have deep knowledge in every service in the DOD. For example, we are looking at the Air Force Modernization and the Nuclear Command Control Communication Systems.

I would like to do more work in the readiness of the Guard and the Reserve and in the recruitment areas. We have noted the Army is having recruitment problems and the Air Force just noted some recruitment problems as well. So there is much more work to do, particularly as we strive to maintain our competitive advantage against competitors in China, Russia, and others. So I think that is very important.

Third, is cyber security: We have been advocating for many years that we have a national cyber security strategy. The Administration just issued one, but the government needs an implementation plan to make sure it is implemented effectively. GAO has deep knowledge in cyber security and can help to examine this important area.

The last area I will mention is health care. Health care costs are growing faster than any other part of the Federal Government. And if we are going to get control over our budget deficit and cumulative debt we must do more work to control spending in the health care area. We have a lot of suggestions on ways to save in that area, and can help Congress figure out how to control those costs.

So thank you very much, Mr. Chairman and Senator Fischer. I would be happy to answer questions at the appropriate time.

[The statement follows:]

United States Government Accountability Office



Testimony

Before the Subcommittee on the
Legislative Branch, Committee on
Appropriations, U.S. Senate

For Release on Delivery
Expected at 3:00 p.m. ET
Wednesday, March 15, 2023

FISCAL YEAR 2024 BUDGET REQUEST

U.S. Government Accountability Office

Statement of Gene L. Dodaro
Comptroller General of the United States

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee,

I greatly appreciate the subcommittee's support of GAO's efforts to serve the Congress and improve the federal government's performance and accountability on behalf of the American public. Since 2002, GAO's work has resulted in about \$1.31 trillion in financial benefits. Over the past five years, on average, GAO has returned \$145 for every dollar appropriated to us. In addition, over this period, we annually averaged over 1,300 program and operational benefits. This work helped change laws, improve public safety and other services, and promote better management throughout the government.

Congress relies on GAO's non-partisan, professional, objective and high-quality work to help inform congressional deliberations as well as oversight of the executive branch. Our work also makes government more efficient and effective and identifies government-wide cost savings and revenue enhancement opportunities. GAO has mirrored this fiscal stewardship in our own operations, which is reflected in our fiscal year (FY) 2024 budget request.

GAO's FY 2024 budget request will continue to advance our efforts in serving the Congress. This request, if honored, would enable us to modestly increase our staffing levels to continue to meet the demand for GAO services and ensure GAO employees have access to modern information technology tools and to a safe and secure work place.

Fiscal Year 2024 Request

For FY 2024 GAO requests \$859.7 million in appropriated funds, which includes \$5 million in no-year funding, an 8.8 percent increase over FY 2023 levels. It also includes the use of \$93.8 million in offsets and supplemental appropriations (see table 1). The no-year funding is to meet the congressional directives and requests for oversight of federal spending included in the Infrastructure Investment and Jobs Act (IIJA). The Act mandates more than 30 studies and additional oversight.

Table 1: FY 2022 – 2024 Summary of Resources by Program (dollars in thousands)

Program	Fiscal Year 2022 Actual		Fiscal Year 2023 Enacted		Fiscal Year 2024 Request		Net Change Fiscal Year 2023 / 2024	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Human capital	3,354	\$617,408	3,510	\$679,261	3,675	\$755,323	165	\$76,062
Engagement support		5,528		13,302		13,802		500
Infrastructure operations		126,793		156,230		182,230		26,000
Center for Audit Excellence		1,744		2,100		2,100		0
Total budget authority	3,354	\$751,473	3,510	\$850,893	3,675	\$953,455	165	\$102,562
Offsets		(\$32,243)		(\$60,574)		(\$93,802)		(\$33,226)
Appropriation		\$719,230		\$790,319 ^a		\$859,653	165	\$69,334

Source: GAO. | OAO-23-900494

^aThis amount includes \$5 million GAO received in FY 2023 to evaluate program spending pursuant to the Infrastructure Investment and Jobs Act (PL 117-58).

GAO's FY 2024 budget request reflects the continued and growing demand for GAO services. In addition to the hundreds of requests from committee leadership for GAO studies that we receive each year, Congress directs us to conduct hundreds of studies in legislation and related committee reports. These congressionally directed studies, or mandates, reflect the broadest representation of congressional demand for and interest in GAO work.

Completing these mandated studies are our highest priority. They can also account for significant staff resources. For example, table 2 shows the number of mandates, and the estimated number of FTEs needed to complete the mandates, from selected pieces of legislation and related committee and conference reports. Congress also directed us to provide oversight of federal assistance provided to Ukraine, as well as Inflation Reduction Act (IRA) spending, which includes \$80 billion for the Internal Revenue Service and billions of dollars in funding and tax credits for greenhouse gas emissions, among other climate change efforts. These directives will result in dozens of audits on the federal assistance to Ukraine; we also have 32 audits ongoing or planned on IRA spending through 2025, with more audits expected in the future.

Table 2: GAO Mandated Studies from Selected Recent Public Laws

Public Law		Number of Mandates	Estimated FTE
P.L. 117-263	James M. Inhofe National Defense Authorization Act for Fiscal Year 2023	158	312
P.L. 117-328	Consolidated Appropriations Act, 2023	97	191
P.L. 117-103	Consolidated Appropriations Act, 2022	58	114
P.L. 117-167	CHIPS Act of 2022	10	20
P.L. 117-58	Infrastructure Investment and Jobs Act	35	69
Total		358	706

Source: GAO. | GAO-23-900494

Note: These numbers reflect mandates in statute and in related committee reports. Estimated FTE is for staff to complete work and does not include overhead or other costs.

The budget request will allow GAO to continue to provide Congress with fact-based, nonpartisan information and analysis that address both longstanding and emerging national interests. We will maximize our science and technology reporting capabilities to report on transformative technologies like artificial intelligence and blockchain, given the policy implications of these advances on government decision-making. We will also prioritize our reporting on government-wide cybersecurity capabilities. Other areas we will focus audit resources on will be continued evaluations of the challenges associated with evolving national defense issues and growing health care costs.








Science and technology. Transformative technologies like artificial intelligence, biotechnology and decarbonization technologies demonstrate the importance of understanding the policy implications of scientific and technological advances. For example, each year, medical diagnosis errors affect the health of millions of Americans and cost billions of dollars, but machine learning technologies can help identify hidden or complex patterns in diagnostic data to detect diseases earlier and improve treatments. Similarly, decarbonization technologies could profoundly change the way we capture, use, and store carbon. Understanding the implications of science and technology advances is also critical for protecting our national security and economic interests.

GAO is a key resource for the Congress in monitoring and addressing such challenges. Our portfolio of work includes technology assessments

on topics from regenerative medicine to persistent chemicals. Our science and technology (S&T) audit work spans from research to technology transfer to advanced manufacturing. GAO's Innovation Lab continues to explore how emerging technologies such as blockchain can enhance audit and analytics capabilities.

Since 2019, we have issued 38 of our Science and Tech Spotlights, which distill complex issues into a two-page summary. Last year, we issued nine such products in areas including brain-computer interface, deep-sea mining, and non-fungible tokens. During this period, we also issued 17 in-depth Technology Assessments on various topics, including large constellations of satellites in Earth's orbit and decarbonization (see figure 1). We also issued a series of reports, in collaboration with the National Academy of Sciences, that examined the potential of artificial intelligence in healthcare. These reports focused on accelerating drug development; medical diagnostics; and the provision of healthcare.

Figure 1: Examples of Selected Technology Assessments

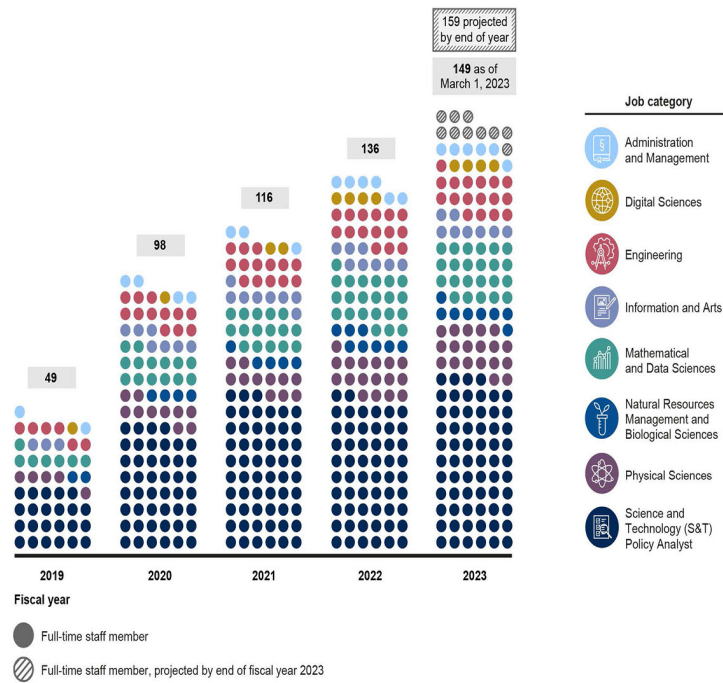
	<p>Blockchain: Emerging Technology Offers Benefits for Some Applications but Faces Challenges GAO-22-104625</p>	<p>GAO developed four policy options that could help address ethical, legal, economic, and social challenges raised by the use of blockchain technologies: (1) unification of standards and policies on development, implementation, and use; (2) clarification of existing oversight mechanisms; (3) development of educational materials for users and regulators; and (4) support for activities designed to determine appropriate use and mitigate specific challenges.</p>
	<p>Semiconductor Supply Chain: Policy Considerations from Selected Experts for Reducing Risks and Mitigating Shortages GAO-22-105923</p>	<p>GAO assessed policy options with emphasis on five areas: (1) workforce development; (2) increasing manufacturing capacity through financial incentives and streamlining permitting processes; (3) research and development; (4) strengthening the supply chain with security and monitoring; and (5) international coordination to improve supply chain resilience.</p>
	<p>Digital Services: Considerations for a Federal Academy to Develop a Pipeline of Digital Staff GAO-22-105388</p>	<p>GAO gathered perspectives from government, academia, and the nonprofit sector to share perspectives focused on: (1) federal workforce needs for digital services staff; (2) key characteristics of a digital service academy; and (3) considerations to help ensure federal agencies can absorb graduates of a digital service academy.</p>
	<p>Facial Recognition Technology: Federal Agencies' Use and Related Privacy Protections GAO-22-106100</p>	<p>GAO surveyed federal agency use of facial recognition technology (FRT) in areas such as digital access and domestic law enforcement, finding some agencies fail to track employee use of non-federal FRT systems, which results in subsequent privacy implications, and that some agencies lack consistency of audits and privacy notice implementations.</p>
	<p>Advanced Manufacturing: Innovation Institutes Report Technology Progress and Members Report Satisfaction with Their Involvement GAO-22-103979</p>	<p>GAO analyzed Manufacturing USA institutes and their progress toward achieving their technology goals, assessing progress on projects from development to simulated production, factors that may limit smaller manufacturer engagement, and the implementation of GAO's previous recommendations towards fulfilling the institutes' purpose.</p>
	<p>Federal Research: Agency Actions Needed to Address Foreign Influence GAO-22-105434</p>	<p>GAO surveyed five agencies that account for almost 90% of all federal research and development expenditures at universities in fiscal year 2018 with emphasis on: (1) conflict of interest policies; (2) the impact of new guidance for updating policies and strengthen protections for research against foreign influence; (3) mechanisms for monitoring; and (4) enforcement actions including criminal referral.</p>
	<p>Persistent Chemicals: Technologies for PFAS Assessment, Detection and Treatment GAO-22-105088</p>	<p>GAO developed the policy options that could help mitigate challenges resulting from the complexity and diversity of chemical structures, the lack of analytical standards, and the effectiveness and availability of disposal and destruction options: (1) promote research; (2) expand method development; and (3) support full-scale treatment.</p>

Source: GAO. Data as of 11/30/2022. [Yasindu\(Blockchain\)/IconLauk\(Semiconductor\)/Enotmaks\(Digital services\)/Ikkvector\(Facial Recognition\)/TriMaker\(Manufacturing\)/Btd Studio\(Federal research\)/Yuri\(Chemicals\)/stock.adobe.com.](#)

Our FY 2024 budget request will allow us to continue build our S&T capabilities through expanding the expertise on our Science, Technology Assessment and Analytics (STAA) team.

As directed by Congress, since 2019 we have almost tripled the staff resources of STAA. As of March 1, 2023, STAA has 149 full-time staff, and is actively hiring for another 10 positions. This highly capable staff has advanced degrees in a wide variety of fields such as microbiology, quantum mechanics, nuclear physics, public health, and chemical engineering. Our budget request would allow us to continue to expand this team to 200 staff.

Figure 2: STAA Staff Levels, 2019-2023












Source: GAO; antoniofrancois/Singh Villarsa/stockgood/Skellen/YuriAlt/stock.adobe.com (icons). | GAO-23-900494

Cybersecurity. Escalating threats, including new and more destructive attacks from around the globe, highlight the critical and persistent need for effective cybersecurity. We have a decades-long track record of informing congressional decision-making on cybersecurity issues. In 2019, we created our Center for Enhanced Cybersecurity within our Information Technology & Cybersecurity team, bringing additional focus and capacity to GAO's work. CEC is a dedicated group of cyber professionals that dig deep into the technical details of agency systems and networks to get to the bottom of persistent cybersecurity weaknesses.

For example, our cybersecurity work has contributed to major legislation on information security, including the Federal Information Security Management Act of 2002 (FISMA), the subsequent amendment to FISMA in 2014, and the Federal Cybersecurity Enhancement Act of 2015. Recognizing that cyber-attacks and threats can have serious or even catastrophic effects on federal systems, we have conducted cybersecurity assessments on a range of critical issues in recent years (see fig. 3).

Figure 3: Highlights of Cybersecurity Assessments

	<p>Cybersecurity: Kick-Starting the Office of the National Cyber Director GAO-22-105502</p>	<p>The federal government needs to develop and implement a comprehensive strategy to overcome the cyber threats facing our nation. In 2021, Congress created the Office of the National Cyber Director to lead the nation's cybersecurity efforts. GAO provides an overview of the Office's strategic statement, which summarizes its vision and path to improve the nation's cybersecurity. The Office noted that it's currently developing its national strategy and getting feedback from other federal agencies.</p>
	<p>Information Technology: Federal Agencies Need to Take Urgent Action to Manage Supply Chain Risks GAO-21-171</p>	<p>Federal agencies rely on information and communications technology products and services to carry out their operations. The global supply chain for this technology faces threats. GAO identified 7 practices for providing an agency-wide approach to managing these supply chain risks. Of the 23 agencies GAO examined, few implemented the practices, none had fully implemented all practices, and 14 had not implemented any practices.</p>
	<p>Cloud Computing: Federal Agencies Face Four Challenges GAO-22-106195</p>	<p>GAO has identified challenges in 4 areas that agencies must overcome to fully realize the benefits of transitioning to cloud services. Specifically, agencies face challenges in (1) Ensuring cybersecurity; (2) Procuring cloud services; (3) Maintaining a skilled workforce; and (4) Tracking costs and savings. This snapshot discusses GAO's work in this area and recommendations that can help agencies with this transition.</p>
	<p>Cybersecurity: Secret Service Has Made Progress Toward Zero Trust Architecture, but Work Remains GAO-23-105466</p>	<p>With the ever-increasing threat of cyberattacks, the Secret Service is adopting a "zero trust" approach to cybersecurity. GAO found that the Secret Service developed a plan to implement a zero trust architecture, but the agency created this plan before federal "zero trust" guidance was issued and has not updated its plan to reflect this guidance. GAO recommended that the Secret Service address this issue and more.</p>
	<p>Cybersecurity: Federal Response to SolarWinds and Microsoft Exchange Incidents GAO-22-104746</p>	<p>GAO describes the federal response to 2 high-profile cybersecurity incidents that affected the U.S. government. Federal agencies worked with each other and industry after these incidents. Agencies received emergency directives on how to respond and more.</p>
	<p>Critical Infrastructure: Actions Needed to Better Secure Internet-Connected Devices GAO-23-105327</p>	<p>GAO found that federal agencies with leadership roles in 3 sectors have taken some steps to manage the cybersecurity risks posed by internet-connected devices and systems. But they have not assessed risks to the sectors as a whole. Without a holistic assessment, the agencies cannot know what additional cybersecurity protections might be needed. GAO made recommendations to address this.</p>
	<p>Critical Infrastructure Protection: Additional Federal Coordination Is Needed to Enhance K-12 Cybersecurity GAO-23-105480</p>	<p>GAO found that three federal agencies assist schools in protecting against cyber threats. But there are no formal channels for how agencies coordinate with each other or with K-12 schools to address cybersecurity risks or incidents. Also, the agencies do not measure or obtain feedback on whether their cybersecurity-related services are effective. GAO made recommendations to improve how agencies coordinate cybersecurity assistance with K-12 schools.</p>
	<p>Ransomware: Federal Agencies Provide Useful Assistance but Can Improve Collaboration GAO-22-104767</p>	<p>GAO found that Homeland Security, FBI, and Secret Service help state, local, and other governments prevent or respond to ransomware attacks on systems like emergency services. Most government entities said they are satisfied with the agencies' prevention and response efforts. But many cited inconsistent communication during attacks as a problem. GAO recommended that the federal agencies address cited issues and follow key practices for better collaboration.</p>
	<p>Privacy: Dedicated Leadership Can Improve Programs and Address Challenges GAO-22-105065</p>	<p>GAO determined that 24 agencies had designated a senior agency official for privacy, as required. However, these officials may have numerous other duties and may not bring a needed focus on privacy. They generally delegated many aspects of privacy programs to less-senior officials. GAO recommended that Congress consider legislation to designate dedicated, senior-level privacy officials. GAO also made more than 60 other recommendations to strengthen agency privacy programs.</p>

Source: GAO, data as of 1/25/2023, images: lovenaski/stock.adobe.com.

Our work will continue to assess multiple priorities, such as the execution of the Administration’s recently announced national cybersecurity strategy and the need for sustained leadership to perform effective oversight. In FY 2023 and FY 2024, GAO cybersecurity assessments will include federal efforts to enhance cybersecurity protections in areas such as the implementation of zero-trust architectures, the deployment of sophisticated systems to monitor federal networks for intrusions and other malicious activity, and strategies for leveraging artificial intelligence to enhance cybersecurity and for addressing cyber risks to operational technology.

National Security Enterprise. The U.S. Military is required to deploy its forces and conduct military operations across the globe, potentially at a moment’s notice. The war in Ukraine underscores the potential for threats that challenge the international order and jeopardize global security. GAO’s work has identified significant challenges that have hindered DOD’s preparedness, including those affecting personnel, weapon systems and other equipment, and training. For example, GAO’s work has highlighted significant maintenance and other sustainment challenges leading to numerous military aircraft not meeting mission capable goals.

Figure 4: Examples of Reports on Defense Capabilities



Source: GAO. | GAO-23-900494

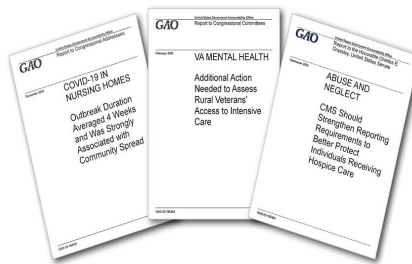
Threats to national security continue to evolve. As part of its work, GAO will expand assessments of individual defense programs and assess the Department of Defense’s (DOD) efforts to facilitate rapid prototyping and fielding of defense capabilities. GAO will also assess DOD’s ability to develop and maintain military forces that are trained and ready to counter emerging threats, the well-being of DOD’s military personnel, the

resilience of infrastructure in the face of climate related matters, and the effectiveness and efficiency of the DOD's organizational structure.

GAO will also continue to assess the billions of dollars DOD spends annually to sustain its weapon systems. Our oversight will include reviewing the Department's ability to maintain aging weapon systems, modernize its repair depots, and ensure the military services can afford the substantial costs to sustain new systems. Spending on national defense comprised about 12 percent of the total federal budget in FY 2022.

Health Care Spending. The health and economic effects of COVID-19 have intensified concerns about the increasing number of people affected by behavioral health conditions—mental health and substance use disorders—and in need of treatment. In March 2022, we found that consumers with coverage for mental health care experience challenges finding in-network providers and in getting approval for some mental health services, limiting their ability to access services. In FY 2023, we will continue to provide information on behavioral health. Ongoing work is looking at the behavioral health services provided at some small, rural hospitals; intensive mental health care provided to rural veterans; and access to mental health care provided to service members separating from active duty.

Figure 5: Examples of Reports on Health Care Challenges



Source: GAO. | GAO-23-900494

We continue to examine health care spending, which accounts for 25 percent of the federal budget and continues to be one of the fastest growing federal expenditures. In FY 2022, we continued to examine the sustainability and integrity of the Medicare and Medicaid programs, which together accounted for over one trillion dollars in expenditures and an

estimated \$127 billion in improper payments in FY 2022. In November 2021, we found that fewer providers in rural or provider shortage areas participate in Medicare alternative payment models.

These models aim to shift from paying providers based on the volume of care provided to the quality of care provided, compared to providers in other areas. We have ongoing and future work looking at the extent to which private equity ownership affects health care markets. We also are currently examining the extent to which rebates—discounts typically paid by manufacturers to drug plans after a pharmacy dispenses a drug—affect the drugs covered by Medicare drug plan sponsors and the implications, if any, there may be for federal drug spending.

In addition to supporting work in these critical areas, the FY 2024 budget request would support internal investments needed to enable auditors to better serve the Congress. These internal investments include the continued implementation of GAO's multi-year IT modernization effort and needed infrastructure improvements.

- **IT modernization.** The FY 2024 budget request builds upon initial investments in GAO's multi-year IT modernization effort. This effort prioritizes the 21st century tools and technologies needed to support our workforce and achieve our mission, including enhanced cloud data management and storage solutions. The modernization effort also includes IT security upgrades to combat the ever-growing cybersecurity threats toward U.S. assets in alignment with leading practices and standards.
- **Infrastructure improvements.** The budget request continues support for long deferred infrastructure maintenance needs, totaling about \$75 million, which include replacing the roof of GAO's headquarter building. The roof has reached the end of its life expectancy. The request would also allow us to start work related to installing new window blast protection at GAO Headquarters. Design work on these and other critical projects began in FY 2023. GAO continuously seeks opportunities to improve our effectiveness and operate in a more efficient and sustainable manner across all of our infrastructure operations, including actively seeking opportunities to increase our leasable space in headquarters to help offset the costs of deferred infrastructure maintenance.

Highlights from FY 2022 and Recent Results

GAO continued to demonstrate its value in FY 2022. As shown in table 3, GAO delivered \$55.6 billion in financial benefits and over 1,260 in program and operational benefits in FY 2022. GAO issued 535 reports, over 450 legal decisions, and made 1,255 recommendations to improve government operations.

Figure 6: GAO's Performance in FY22



Source: GAO. | GAO-23-900494

The Congress continues to use GAO's work to inform its legislative decisions. For example, recently enacted legislation, such as the Infrastructure Investment and Jobs Act, Inflation Reduction Act of 2022, and SECURE 2.0 Act of 2022 included more than 50 directives for agencies to implement our recommendations or take actions based on GAO recommendations or findings. In addition the National Defense Authorization Act for 2023 contained more than 20 actions based on GAO work. Also recently, the Consolidated Appropriations Act for FY 2023 included 40 directives that would spur agency action on GAO's recommendations. For example, the Act:

- directed the DOT to develop a national aviation-preparedness plan for communicable diseases;
- required the Bureau of Indian Affairs to report on its actions to improve student absence data tracking and analysis;
- directed the Internal Revenue Service to report on steps the IRS has taken to address outstanding GAO and Inspector General for Tax Administration recommendations regarding security flaws and what steps have been taken to come into compliance with Federal Information Security Modernization Act and other security requirements; and

-
- directed the Department of Housing and Urban Development (HUD) to address remaining GAO recommendations related to lead paint in housing, including to improve lead grant program and compliance monitoring processes, request authority to amend its lead inspection standard in the voucher program, and take additional steps to report on progress.

Agencies also act on our recommendations to improve their programs and operations. Agencies typically implement 77 percent or more of our recommendations within four years. Examples of the financial and nonfinancial impact from our implemented recommendations from FY 2022 include the following.

- **Reducing Costs by Leveraging Federal Buying Power.** OMB's category management initiative is intended to help federal agencies purchase goods and services through targeted contracts to leverage the government's buying power and save taxpayer dollars. However, we found in October 2016 that agencies were at risk of not using these contracts as much as they could. We recommended OMB set agency-specific targets for using these contracts and publicly report on performance. Starting in 2017, OMB took action and agencies began to better leverage category management contracts. In 2022, we determined that our recommendations helped save about \$36 billion between 2017 and 2020.
- **Improving the Stewardship of the Paycheck Protection Program.** SBA implemented the PPP in April 2020 to provide forgivable loans to small businesses adversely affected by COVID-19. However, the program had limited safeguards. In June 2020, we recommended SBA develop and implement plans to ensure program funds are being used properly. In response, SBA determined that some PPP borrowers were not eligible for loan forgiveness because the borrowers were ineligible for the loan amounts provided in 2020 or used the PPP loan for unauthorized purposes. This resulted in over \$3 billion in loans not being forgiven.
- **Using New Algorithms to Help DEA Analyze Drug Data.** The DEA collects industry-reported data on the sale and purchase of controlled substances and prescription drugs, including opioids. This data helps DEA investigate the illegal sale or distribution of drugs. In January 2020, we found that DEA's systems did not provide real-time analysis, but DEA could use computer algorithms to proactively identify patterns and trends in drug distribution. We recommended DEA develop and implement such algorithms. In response, DEA began

using a new data system in July 2021 that could help proactively identify suspicious activities that warrant investigation.

- **Improving IRS's Financial Operations and Information Systems.** As part of our audit of IRS's financial statements, we reported in May 2022 that IRS had implemented corrective actions to address 68 of 120 recommendations from our prior audits. These corrective actions focused on information system controls—such as who has access and ensuring that systems work as intended—and safeguarding assets (including taxpayer receipts, property, and equipment). These actions will help improve IRS's financial operations and protect taxpayer data from potential loss, theft, and inappropriate disclosure.
- **Improving How CMS Pays Hospitals for Uncompensated Care.** CMS reimburses hospitals for their uncompensated care costs, including the costs of treating uninsured patients. In June 2016, we reported that CMS had not aligned Medicare uncompensated care payments with hospitals' actual uncompensated care costs—and was therefore likely overpaying some hospitals and underpaying others. We recommended that CMS base Medicare uncompensated costs on actual instead of estimated care costs. CMS began doing so in FY 2018, which helped redirect \$2.1 billion towards hospitals with higher actual uncompensated care costs in FY 2022.

We also continued to make an impact with key bodies of work, including our COVID-19, High Risk, and fragmentation, overlap and duplication reporting.

- **COVID-19 Response and Recovery.** We continued to oversee and evaluate the \$4.6 trillion in spending in response to COVID-19. This includes issuing comprehensive COVID-19 oversight reports and targeted COVID-19-related reports, testimonies, and science and technology spotlights in areas such as contact tracing for air travel; the risk of improper payments associated with the distribution of emergency relief funds; and long COVID. To date, we have issued 10 comprehensive reports and over 130 reports that focus on specific topics. These products included over 350 recommendations and 18 matters for congressional consideration. About 40 percent of these recommendations have been fully or partially addressed.
- **High-Risk.** The High-Risk List focuses attention on government operations that are vulnerable to fraud, waste, abuse, and mismanagement or need transformation. We issue this report at the beginning of each Congress, and our FY 2023 report will be released next month. The FY 2021 report yielded \$48 billion in financial benefits, 510 other benefits, 169 reports, and 30 testimonies. Federal

financial benefits due to progress in addressing high-risk areas during the past 17 years (FYs 2006-2022) totaled about \$675 billion.

- **Fragmentation, overlap, and duplication.** In 2022, we issued our 12th annual report, which identified 94 new actions in 21 new areas (and nine existing areas) that could reduce fragmentation, overlap, and duplication, or provide other cost savings and opportunities to enhance revenue across the federal government. From 2011-2022, we identified 1,299 such actions. As of March 2022, the Congress and executive branch agencies had fully addressed 724 of these actions and partially addressed 240, yielding about \$552 billion in financial benefits. We will issue our next annual report this summer.

Each year GAO's work results in tangible benefits to the American taxpayer. Our work is not complete once we issue our report; through regular follow-ups and discussions, we work to encourage and educate agencies about the merits of implementing our recommendations. Through these efforts, we are able to achieve a high implementation rate of our recommendations and thus improve government performance and accountability. While our work has resulted in significant cost savings, we estimate that an additional tens of billions of dollars could be achieved if agencies and Congress addressed more our recommendations. The 2023 Joint Explanatory Statement directed us to issue a report estimating the cost savings that could be achieved if agencies acted on GAO's recommendations; we will issue this report in June 2023.

Concluding Remarks

In closing, GAO has had another year of strong performance in serving the Congress. We have a proven track record of delivering a sound return on investment.

We value the opportunity to provide Congress and the Nation with timely and insightful analysis on the quickly-evolving domestic and international challenges facing our country. Our FY 2024 budget request allows GAO to continue adapting to the rapidly changing requirements of today. This will ensure that GAO is well-positioned and prepared to address both emerging and long-term priorities of the Congress.

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee, this concludes my prepared statement. I would be pleased to respond to any questions.

Contacts

If you or your staff have any questions about this testimony, please contact A. Nicole Clowers, Managing Director, Congressional Relations at (202) 512-4400 or clowersa@gao.gov. Contact points for our Offices of

Congressional Relations and Public Affairs may be found on the last page of this statement.

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GAO Highlights

Highlights of [GAO-23-900494](#), a testimony before the Subcommittee on the Legislative Branch, Committee on Appropriations, U.S. Senate

Background

GAO's mission is to support Congress in meeting its constitutional responsibilities and to help improve government performance. Since 2002, GAO's work has resulted in about \$1.31 trillion in financial benefits and over 27,000 program and operational benefits. Congress relies on GAO's nonpartisan, objective, and high-quality work to help inform congressional deliberations as well as oversight of the executive branch. GAO's work spans the full breadth and scope of the federal government's responsibilities.

In fiscal year 2022, GAO issued over 500 reports with 1,255 new recommendations and over 450 legal opinions, and handled about 1,600 bid protests. GAO was asked to conduct work for the Chairs or Ranking Members for over 90 percent of all standing committees. GAO testified 72 times before 43 separate committees or subcommittees on topics such as DOD and VA suicide prevention efforts, NASA's moon landing plans, and the Biodefense National Strategy.

This testimony describes GAO's FY 2024 budget request and how the request will further GAO's mission and results.

View [GAO-23-900494](#). For more information, contact A. Nicole Clowers at (202) 512-4400 or clowersa@gao.gov.

March 15, 2023

FISCAL YEAR 2024 BUDGET REQUEST

U.S. Government Accountability Office

GAO continued to demonstrate its value in fiscal year (FY) 2022. GAO's work yielded \$55.6 billion in financial benefits, a return of about \$74 for every dollar invested in GAO. Over the past five years, on average, GAO has returned \$145 for every dollar appropriated to us. In FY 2022, GAO also delivered 1,260 program and operational benefits that led to improved services to the American people, strengthened public safety, and spurred program and operational improvements across the government. Congress also continues to use GAO's work to inform its legislative decisions. For example, the National Defense Authorization Act for 2023 contained more than 20 actions based on GAO work and the Consolidated Appropriations Act for FY 2023 included 40 directives that would spur agency action on GAO's recommendations.

GAO's FY 2024 budget request reflects the continued demand for GAO services. In addition to the hundreds of requests from committee leadership for GAO studies we receive each year, Congress directs us to conduct hundreds of studies in legislation and related committee reports. For example, Congress directed us to provide oversight of the federal assistance provided to Ukraine and Inflation Reduction Act spending, which will require dozens and dozens of audits. Congressionally mandated studies, reflect the broadest representation of congressional demand for and interest in GAO work. Completing these mandated studies are our highest priority. They can also account for significant staff resources.

GAO Mandated Studies from Selected Recent Public Laws

Public Law		Number of Mandates	Estimated FTE
P.L. 117-263	James M. Inhofe National Defense Authorization Act for Fiscal Year 2023	158	312
P.L. 117-328	Consolidated Appropriations Act, 2023	97	191
P.L. 117-103	Consolidated Appropriations Act, 2022	58	114
P.L. 117-167	CHIPS Act of 2022	10	20
P.L. 117-58	Infrastructure Investment and Jobs Act	35	69
Total		358	706

Source: GAO | GAO-23-900494

Note: These numbers reflect mandates in statute and in related committee reports. Estimated FTE is for staff to complete work and does not include overhead or other costs.

GAO's FY 2024 budget requests \$859.7 million in appropriated funds and uses \$93.8 million in offsets and supplemental appropriations. This request would enable GAO to modestly increase its staffing levels to 3,675 full-time equivalents to meet the demand for GAO services and ensure GAO employees have access to modern information technology tools and to a safe and secure work place. As outlined in the budget request, GAO plans to maximize its science and technology reporting capabilities to report on transformative technologies like artificial intelligence and blockchain, given the policy implications of these advances on government decision-making. GAO will also prioritize our reporting on government-wide cybersecurity capabilities; and continued evaluations of healthcare spending, military readiness, and defense weapons systems development.

Senator REED. Thank you, very much Comptroller General.
Director Halpern, please.

THE GOVERNMENT PUBLISHING OFFICE

STATEMENT OF HON. HUGH N. HALPERN, DIRECTOR, GOVERNMENT
PUBLISHING OFFICE

Mr. HALPERN. Thank you, Mr. Chairman; Ranking Member Fischer.

I would note, this is also my first hearing before the Senate Appropriations Committee, so I am very happy to be here.

For fiscal year 2024, GPO is requesting about \$132.5 million in appropriated funds, which is, overall, about a 2 percent increase, well below the level of inflation.

As you know GPO operates very much as a commercial enterprise, about 88 percent of our, more than a billion-dollar annual budget comes from directly billing our other Federal customers. Of the three categories covered by our appropriations request the largest is what funds Congress' own needs.

Based on our experience we estimate that we will need about \$83 million for Congress' printing and publishing work during fiscal year 2024. That will cover everything from the Congressional record, bills, reports, hearings, and more specialized publications, stationery, and unique materials, such as the blank books that the Senate and the House use to keep the journal.

The second category of funding is for GPO's public information programs. We are requesting about \$37 million to fund the Federal Depository Library Program, and support the operation of GovInfo, the world's only ISO-certified, trusted digital repository.

Our partnership with about 1,100 libraries nationwide, and continued investment in our digital offerings, ensures that government documents are easily available regardless of how you get them. This request also, notably, includes funding to implement the recently enacted access to Congressionally Mandated Reports Act.

Lastly, we are requesting a direct appropriation of about \$12.1 million to our revolving fund to support a few specific agency initiatives, and that is an increase of less than \$0.5 million from our last appropriation.

The specific appropriation funds the continued development of XPub, our next-generation composition engine, among some other priorities. This is a major agency initiative central to our own modernization efforts, and those of our customers that use our software in their printing stack.

I am proud that last fall XPub released the—reached the Release 1.0 stage, and is now in testing with our customers in the Senate, and House Offices of Legislative Council.

It is my sincere hope that our customers will be comfortable enough to start using XPub to produce bills, resolutions, and amendments as early as this summer. Once it enters production, we will see new capabilities come online, such as fully responsive and formatted text view of legislation, which will allow that output to be repurposed for any number of purposes.

So with that, I will wrap up, and just thank you, on behalf of myself, and everybody at GPO, our 1,600 craftspeople and profes-

sionals; to thank you for your past support, and support in the future.

And I am ready to answer any questions you may have.
[The statement follows:]

PREPARED STATEMENT OF THE HONORABLE HUGH NATHANIAL HALPERN

Mr. Chairman, Ranking Member Fischer, and Members of the Subcommittee, I am honored to present the Government Publishing Office's (GPO's) fiscal year 2024 appropriations request. I thank you and your staff for your past support of GPO and I look forward to working closely with you during my time as Director. For the coming fiscal year, I am requesting appropriations in the amount of \$132,488,000, an increase of \$2,634,000 over our FY 2023 appropriation.

This marks just the third time in a decade that GPO has requested an increase in appropriated funds and incorporates increased costs in labor and materials, while accommodating certain initiatives of importance to Congress. Our FY 2024 request represents a 2 percent increase over FY 2023, less than a third of the increase in the consumer price index during calendar year 2022. It is also 10.2 percent lower than the Agency's all-time high appropriation of \$147.5 million in FY 2010.

GPO runs as a business enterprise and appropriated funds represent a comparatively small portion of GPO's overall revenue and operating capital. Over 88 percent—or \$934 million—of GPO's FY 2022 revenue of \$1.06 billion came from billings of its other Federal customers, including the State Department, the courts, the Department of Defense, and many others. For FY 2024, we estimate that direct appropriations may be an even smaller portion of our overall budget.

CHARTING A COURSE FOR THE FUTURE IN FY 2022

At GPO, fiscal year 2022 was one of significant accomplishment and encouraging progress. After a challenging 2020, the Agency was able to close out our books with a net positive income for the 2nd straight year, retaining \$26.2 million in FY 2022.

We are also proud that our efforts to modernize and build a dynamic and welcoming workplace are starting to attract attention. Forbes Magazine recently rated us—for the 2nd year running!—as one of America's Best Midsize Employers after having also honored us as one of the nation's Best Employers for Veterans in 2022.

To help chart a new course for our agency, in FY 2022 we released an ambitious five-year strategic plan for fiscal years 2023 through 2027 and updated our vision and mission statements to better reflect GPO's role in our digital present. Today, GPO's vision is that of an America Informed, and we aim to achieve our mission of publishing trusted information for the Federal Government to the American people guided by four key values—honesty, kindness, effectiveness, and inclusiveness.

We also convened the Task Force on a Digital Federal Depository Library Program (FDLP) to modernize the FDLP to meet the challenges of the future. The Task Force issued recommendations in December and I recently shared with Congress a set of legislative proposals consistent with those recommendations.

During FY 2022, GPO completed the transition from the production of the ePassport for the State Department to the Next Generation Passport (NGP) Program. This transition reaffirmed the United States' position as the global leader in the most innovative and secure international travel credentials and concluded production of the ePassport after a production run of more than 220 million units between 2007 and 2022. All told we produced a total of 18,151,000 ePassports and NGPs in FY 2022.

GPO's single biggest challenge is maintaining a workforce prepared to carry on its work well into the future. Fifty percent of our workforce is eligible to retire in the next 4 years. That's one out of every two proofreaders, presspeople, bookbinders, carpenters, electricians, IT specialists, contracting officers, and a host of other trades and professions working at GPO. To ensure that GPO continues to attract and retain an exceptional workforce in the years ahead, we established the Recent Graduates Program and restarted our Apprenticeship Program in FY 2022.

We also readied ourselves to execute the requirements of the Congressionally Mandated Reports Act, which directs GPO to build a portal to make those reports publicly available, and we celebrated the 9 billionth retrieval of government information from Agency websites since GPO began publishing government information in 1994.

Our Customer Services business unit awarded \$477 million in competitive contracts to private-sector printers nationwide supporting thousands of jobs in all 50 states, and their biennial survey revealed a customer satisfaction rate of 95.3 percent.

We produced tickets and credentials for the Supreme Court nomination hearing of Judge Ketanji Brown Jackson and had the solemn honor of creating the Lying In State Memorial Programs for Representative Don E. Young, former Senate Majority Leader Harry M. Reid, and former Senate Majority Leader Robert J. Dole.

And—for the 26th consecutive year—GPO’s independent outside auditor provided us with an unmodified, or clean, opinion on our annual financial statements.

GPO’S FY 2024 APPROPRIATIONS REQUEST

For FY 2024, GPO is requesting an \$2,634,000 increase in appropriations to \$132,488,000. This increase will account for changes in our labor and raw materials costs and also fund certain ongoing projects of importance to congressional customers.

This would be GPO’s only third proposed increase in appropriations since FY 2014 and is actually 10.2 percent less than our FY 2010 appropriation. Increased productivity through the adoption of new technologies has been key to keeping GPO’s needs for appropriations down, and providing new and improved services at lower costs.

One tool we used to keep our appropriations requests low was to repurpose prior-year unexpended balances. We appreciate the willingness of this Subcommittee and the Full Committee to allow GPO to use those balances in support of programs and capital investments that benefit the original purpose of the appropriated funds.

However, those balances are declining which forces GPO to request additional funds if we are to continue our current pace of development and innovation.

Our FY 2024 request includes \$83,000,000 for congressional publishing, just \$8,000 more than our FY 2023 appropriation. It is based on our estimates of Congress’ likely needs and available unexpended balances. It also incorporates increased costs for raw materials and labor. In constant-dollar terms it represents a 35 percent reduction for congressional publishing appropriations since FY 2010.

Our request for our public information programs (PIP) account, through which we administer the nationwide Federal Depository Library Program, is \$37,388,000. This represents an increase of \$2,131,000—or 6 percent—over FY 2023, and will cover the costs of providing Federal Government publications in digital and tangible formats to 1,100 Federal depository libraries nationwide, cataloging and indexing, and distributing documents to recipients designated by law and international exchanges. In addition to increased compensation and materials costs, this request also includes some implementation costs attributed to the Congressionally Mandated Reports Act.

Even with this proposed increase, the PIP appropriation will be 8.6 percent lower than the amount appropriated in FY 2010, or 34 percent lower in constant-dollar terms.

The final component of our appropriations request is for a total of \$12,100,000 for GPO’s revolving fund to support capital investments and information technology upgrades, which represents an increase of \$495,000 over amounts appropriated in FY 2023. This component of our request is critically important to ensuring that GPO can make the capital investments in equipment and technology needed to continue providing Congress and our Federal agency customers with the high level of service they expect.

This request will support three specific capital investment projects that will be familiar to the Subcommittee, as they represent longstanding GPO priorities.

First, we are seeking direct appropriations support for our continued development of the XPub composition system, which is intended to fully replace our proprietary MicroComp composition system, which is more than 30 years old.

A transformational project for GPO, XPub is being deployed on a product-by-product basis. Our current release is in testing with our House and Senate customers and is slated to be in production with the House, Senate, and GPO Bill End during FY 2023. Features in this release include integration with House and Senate XML authoring tools for bills, and a new responsive HTML display for congressional bills and Public Laws.

If approved, our \$6,575,000 appropriation request will keep XPub development and deployment on track in FY 2024. Once development is complete, we hope to provide XPub to our customers as a software-as-a-service (SAAS) application, ensuring that there is a dedicated stream of income to support continued development of the platform without the need for separate recurring appropriations.

The second component of GPO’s FY 2024 request for increased capital investment appropriations would support continued development of the GovInfo online portal, the world’s only ISO-certified trusted digital repository. In recent years, the Subcommittee directly appropriated funds to refresh GovInfo’s infrastructure and further develop its content collections. This year’s request of \$5,375,000 for GovInfo is

\$500,000 less than the amount appropriated in FY 2023, and it would be divided between infrastructure investments (\$1,875,000) and development investments (\$3,500,000), including the digitization of historical content.

With the Subcommittee's sustained support, GPO has been able to add hundreds of thousands of additional documents to the GovInfo online repository each year—over 152,000 content packages were added in FY 2022—and the public's usage of GovInfo continues to grow, with more than 868 million retrievals from GovInfo in FY 2022.

The third component of GPO's request for increased appropriations for its business operations revolving fund account is for \$150,000 to support GPO's broad and ongoing efforts to defend against advanced persistent threat attacks (APTs) to its information technology systems.

Lastly, before I conclude, I want to add that, as required by section 1604(c) of the Legislative Branch Inspectors General Independence Act, we have forwarded our Inspector General's request for \$7,243,000 in budget authority for FY 2024 as part of our FY 2024 Budget Submission. Currently that request is funded as part of GPO's agency overhead—a component of the prices and rates GPO charges its agency customers and Congress—and not as a separate appropriation.

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee, thank you for this opportunity to present GPO's FY 2024 appropriations request, and for all the support you and your staff have extended to us during these challenging past 2 years. This completes my prepared statement, and I look forward to answering any questions you may have.

Senator REED. Thank you, Mr. Director.
Director Swagel, please.

CONGRESSIONAL BUDGET OFFICE

STATEMENT OF HON. DR. PHILLIP SWAGEL, DIRECTOR, CONGRESSIONAL BUDGET OFFICE

Dr. SWAGEL. Thank you, Chairman Reed; Ranking Member Fischer, thank you for the opportunity to present the Congressional Budget Office's budget request.

The purpose of my testimony today to request an appropriation of \$70.8 million for fiscal year 2024. This is an increase of \$7.5 million, or 12 percent, over the amount provided in 2023.

I recognize that is a large request. A big part of that reflects inflation and paying for deferred IT costs from 2023. Our request is targeted to support CBO's mission to provide nonpartisan analysis to the Congress that is timely, rigorous, and transparent. We will carry out this mission with integrity.

CBO is here to support you. We support the Appropriations Committee and the authorizing committees in several ways. When legislation is heading to a vote, or is on the floor, CBO staff analyze amendments in real time, sometimes hundreds or even thousands of them for bills such as the NDAA, or last year's CHIPS Act and the 2022 reconciliation legislation.

CBO staff worked long hours over the past few months on last year's major legislation, most recently the December 2022 Omnibus. We are working hard to provide Congress with timely and accurate budget and economic projections, cost estimates, and other information.

Our request for 2024 will enable us to do even better in terms of our responsiveness and transparency. Roughly, two-thirds, or 4.8 million, of the proposed \$7.5-million increase would be for personnel costs. That amount would cover salaries and benefits to hire 11 new staff members in 2024, and to fully fund the staff members we hired at various times in 2023.

These new hires would allow CBO to provide more analysis in particular areas of Congressional focus, such as Defense and Homeland Security, especially energy, infrastructure, and climate, health policy, income security, immigration, and to improve our long-term budget analysis.

Even while the increase would allow us to grow, most of the request would cover inflation adjustments and performance-based salary increases for the staff we already have.

The remaining part, about \$2.8 million, would be for non-personnel costs, and represents a 57 percent increase over last year. The increase is large because last year CBO deferred expenses for certain computing services and equipment.

We are now analyzing the President's budget to provide information for the appropriations process. We support the Appropriators Committees by providing real time provision-by-provision estimates of the 12 annual appropriations bills, and any supplemental appropriations bills that come. And similarly, we will provide hundreds of cost estimates for legislation. This year CBO is committed to returning to its historical benchmark of providing cost estimates before a floor vote for nearly all bills that have been ordered reported.

We will publish dozens of reports, both statutory and requested, and we will work with member offices in both Chambers as they consider and draft legislation. We will publish interactive tools, presentations, slide decks, and other products to bring our work to a wide audience, and to increase the transparency of our analysis.

So finally, let me just recap. To achieve our goal to be as responsive as possible, CBO requests an increase of \$7.5 million. With your support, we look forward to continuing to provide timely and high quality analysis to the Congress.

Thank you for your support. And I am happy to take any questions.

[The statement follows:]



TESTIMONY

**The Congressional Budget Office's
Request for Appropriations for
Fiscal Year 2024**

**Phillip L. Swagel
Director**

Before the Subcommittee on the Legislative Branch
Committee on Appropriations
United States Senate

MARCH 15 | 2023

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee, thank you for the opportunity to present the Congressional Budget Office's budget request. CBO requests appropriations of \$70.8 million for fiscal year 2024: 89 percent would be for pay and benefits; 8 percent would be for information technology, including tools to improve cybersecurity; and 3 percent would be for services for expert consultants, training, office supplies, and other items. The request amounts to an overall increase of \$7.5 million, or 12 percent, from the \$63.2 million that CBO received for 2023 (see Figure 1). The unusually large increase would allow the agency to increase the number of employees and cover the expenses for goods and services that were deferred in 2023, when CBO's appropriation was \$1.4 million less than the agency requested.

The requested budget is based on strong interest in CBO's work from Congressional leadership, committees, and Members. In 2022, the need to assess large and complex legislation—including the Consolidated Appropriations Act, 2023; the 2022 reconciliation act (P.L. 117-169); the Honoring Our PACT Act of 2022; and the CHIPS Act of 2022—strained the agency's resources in many areas. In the future, providing estimates and assistance to the Congress as it considers significant legislative initiatives, as well as proposals to address the nation's fiscal challenges, is likely to require additional resources.

In 2024, CBO will ensure, as it has throughout its history, that its work is objective and insightful. The agency will continue its practice of making no policy recommendations and carrying out its mission with integrity. The budgetary increase that CBO is requesting would strengthen the agency's ability to be even more responsive to Congressional needs by fully funding the staffing increase that is underway this year, by restoring the summer intern program, and by funding 11 new staff members in 2024:

- 7 staff members to conduct more analysis in the areas of climate change and infrastructure, defense and homeland security, income security, and immigration, as well as long-term projections;
- 2 staff members to support more senior analysts when demand surges for analysis of a particular topic or when additional assistance is needed for a complicated estimate; and

- 2 staff members to assist CBO's efforts in human resources and other operations.

The requested increase is larger than usual for a few reasons:

- The proposed budget would provide for a staffing increase to enable CBO to better respond to requests for support and analysis from committees and Members, as noted above.
- The high rate of inflation boosted CBO's personnel costs for 2023. As a result, and because the 2023 appropriation was constraining, the agency has had to cut back on purchases of certain services and equipment. Information technology, which includes both equipment and cloud services, is a key element in the agency's ability to carry out its work. The requested 2024 budget would enable CBO to catch up on deferred purchases on information technology.
- The higher costs for current personnel will carry over into 2024, and a further cost-of-living adjustment is planned for 2024. Attracting and retaining the expert staff that CBO needs to accomplish its mission requires the agency to offer competitive salaries.

CBO's Budget Request and Its Consequences for Staffing and Output

In fiscal year 2024, CBO will continue its mission of providing objective, insightful, clearly presented, and timely budgetary and economic information to the Congress. The \$70.8 million requested would be used mostly for personnel salaries and benefits.

Funding Request for Personnel Costs and Consequences for Staffing

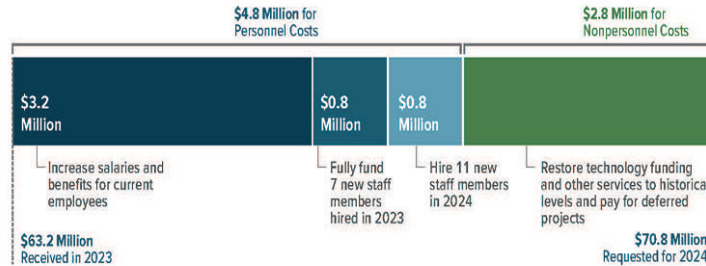
CBO requests \$63.1 million for salaries and benefits to support 290 full-time-equivalent positions (FTEs). That amount represents an increase of \$4.8 million, or 8.2 percent, from the \$58.3 million that was provided to CBO in fiscal year 2023. Of the \$4.8 million, \$4 million would support staff who are expected to be on board at the end of fiscal year 2023.

Of the total requested amount:

- \$45.2 million would cover salaries—an increase of \$3.4 million, or 8.1 percent, from the amount provided in 2023. The requested increase would fund the hiring of 11 new staff members in 2024 and fully fund staff members hired at various times throughout

Figure 1.

Components of Requested \$7.5 Million Increase (Reflects rounding)



Data source: Congressional Budget Office.

2023. It would also provide for inflation adjustments and performance-based salary increases for current staff in 2024. Employees earning less than \$100,000 would receive an across-the-board increase of 5.3 percent, whereas employees earning \$100,000 or more (for whom more of their compensation is based on performance) would receive a 3.3 percent increase.

- \$17.9 million would fund benefits—an increase of \$1.4 million, or 8.5 percent, from the amount provided in 2023. The requested increase would cover growth in the cost of federal benefits and would fund benefits for 11 new staff members.

Funding Request for Nonpersonnel Costs

CBO requests \$7.7 million for costs other than personnel costs. Those funds would cover current information technology operations—such as cybersecurity, software and hardware maintenance, software development, communications, and purchases of commercial data and equipment—and would pay for services for expert consultants, training, office supplies, travel, interagency agreements, facilities support, printing and editorial support, financial management operations (including auditing of the agency’s financial statements), subscriptions to library services, and other items.

The requested amount is \$2.8 million, or 56.5 percent, larger than the amount provided in fiscal year 2023. Expenses for certain computing services and equipment are unusually low in 2023, which helps to pay for higher-than-expected personnel costs. For 2024, CBO is requesting sufficient funding to return to planned

operations. That funding would, among other things, continue to provide computing capabilities for many CBO staff whose workstations have migrated to cloud-based systems and improve CBO’s ability to detect, assess, and recover from cyberattacks. Much of the agency’s spending on cybersecurity is a cost of maintaining access to data that are essential to CBO’s analyses.

Consequences for Output

The requested funding would allow CBO to produce a great deal of valuable analysis for the Congress, including analysis in areas in which the agency anticipates additional legislative activity and oversight. It would also allow CBO to provide more technical assistance to committees and Members when they are crafting legislation and faster turnarounds when demand surges. (See Table 1.) In addition to providing major products, CBO would be able to continue to produce other important material, such as slide decks, interactive tools, and blog posts.

CBO regularly consults with committees and the Congressional leadership to ensure that its resources are focused on the work that is of highest priority to the Congress. Nevertheless, the demands on the agency remain intense and strain its resources in many areas. Even with high productivity by a dedicated staff, CBO expects that it will not be able to produce as many estimates and other analyses as committees, leadership, and individual Members request.

Table 1.

The Congressional Budget Office's Major Products, Calendar Years 2022 to 2024

Type of Product	2022, Actual	2023, Estimate	2024, Estimate
Fulfilled Requests for Technical Assistance. Such requests typically come from committees and Members of Congress seeking a clear picture of the budgetary impact of proposals before they introduce or formally consider legislation.	Thousands	Thousands	Thousands
Cost Estimates. Most cost estimates include both estimates of federal costs and assessments of the cost of mandates imposed on state, local, and tribal governments or the private sector.	760	700	700
Estimates for Suspension Bills. For bills considered under suspension of the rules in the House of Representatives, CBO provides estimates of the bills' effects on mandatory spending and revenues.	390	300	300
Scorekeeping Tabulations. Those tabulations include account-level estimates for individual appropriation acts at all stages of the legislative process, as well as summary tables showing the status of discretionary appropriations (by appropriations subcommittee) and running totals on a year-to-date basis.	100	100	100
Reports, Working Papers, Testimonies, and Interactive Tools. CBO's publications are generally required by law or prepared in response to requests from the Chairs and Ranking Members of key committees. They examine the outlook for the budget and the economy, major issues affecting that outlook under current law, the budgetary effects of policy proposals that could change that outlook, the details of the federal budget process, and a broad range of related budgetary and economic topics in such areas as health care, defense policy, Social Security, and climate change.	83	70 to 80	70 to 80

Data source: Congressional Budget Office.

Strengthening Responsiveness

CBO seeks to provide information at the time when it is most useful to the Congress. Depending on its purpose, that information takes a variety of forms, such as cost estimates, background information, and technical assistance. In most cases, CBO completes a cost estimate before legislation comes to a floor vote. In addition, the agency works to provide technical assistance, reports, and other information to lawmakers and their staff during earlier stages of the legislative process.

Beginning in fiscal year 2019, the Congress increased CBO's budget in part to allow the agency to implement a plan to strengthen its responsiveness to the Congress. To carry out that plan, CBO has expanded staffing in high-demand areas, such as health care and immigration. It has increased its use of assistant analysts, who can move from one topic to another to support more senior analysts when demand surges for analysis of a particular topic or when additional assistance is needed for a complicated estimate. In addition, CBO is engaging expert consultants in complex areas, such as health policy, economic forecasting, and climate-related research. Finally, the agency is continuing to expand its use of team approaches for large and complicated projects. That approach has been

particularly effective in enabling CBO to produce timely analysis of legislation involving health care.

CBO's goal is to increase the number of staff with overlapping skills within and across teams. In some cases, those skills will consist of expertise related to particular topics, such as defense or transportation. In other cases, they will be more technical, such as the ability to design and improve simulation models. In a similar vein, CBO plans to invest additional resources in bolstering analysts' ability to coordinate work that requires expertise from across the agency. Another objective is to give additional senior analysts responsibility for projects that span multiple subject areas.

The budgetary increase that CBO is requesting would allow it to increase its efforts to be responsive. In 2023 and 2024, CBO plans to hire additional staff who will increase the agency's expertise and modeling capability in the areas of defense, income security, immigration, and Social Security, as well as long-term projections—areas in which CBO expects the Congress to have increased interest.

Enhancing Transparency

CBO works hard to make its analysis transparent and plans to strengthen those efforts, building on the

increased emphasis that it has placed on the endeavor over the past several years. In 2023 and 2024, many of CBO's employees will spend part of their time on efforts to make the agency's analysis more transparent.

Testifying and Publishing Answers to Questions

In 2023 and 2024, CBO expects to testify about its baseline projections and other topics in response to requests by the Congress. That work will involve presenting oral remarks, answering questions at hearings, and presenting written statements, as well as publishing answers to Members' questions for the record. CBO will continue to address issues raised as part of the oversight provided by the House and Senate Budget Committees and the Congress generally.

Explaining Analytical Methods

CBO plans to publish material providing general information to help Members of Congress, their staff, and others better understand its work. For example, CBO will explain its analytical methods for a report that examines the federal government's exposure to flood risk through residential mortgage guarantee programs. CBO also is preparing various primers to help Congressional staff understand budgetary concepts and the agency's processes. The documents will explain topics such as rescissions, the laws that govern how the agency's baselines are constructed, the fiscal measures the agency considers when constructing its long-term budget analysis, and the methods it uses to prepare baseline projections and cost estimates. Working papers, too, will provide such explanations for various topics, and in some cases, CBO will be able to publish the computer code used in models.

Releasing Data

In 2023 and 2024, CBO will maintain its practice of publishing extensive sets of data to accompany its major recurring reports, including detailed information about 10-year budget projections, historical budget outcomes, 10-year projections for federal trust funds, revenue projections by category, spending projections by budget account, tax parameters, effective marginal tax rates on labor and capital, and 10-year projections of economic variables, including the economy's potential (or sustainable) output.

The agency will also provide details about its baseline projections for the Federal Pell Grant Program, student loan programs, Medicare, the military retirement program, the pension benefit guarantee program, the Social Security Disability Insurance program, the Social

Security Old-Age and Survivors Insurance program, the trust funds for Social Security, child nutrition programs, child support enforcement and collections, foster care and adoption assistance programs, the Supplemental Nutrition Assistance Program, the Supplemental Security Income program, the Temporary Assistance for Needy Families program, the unemployment compensation program, the Department of Agriculture's mandatory farm programs, federal programs that guarantee mortgages, programs funded by the Highway Trust Fund, benefits for veterans and military personnel stemming from the Post-9/11 GI Bill, and veterans' disability compensation and pension programs.

Other data will provide details about long-term budget projections, projections underlying Social Security estimates, more than a thousand expired or expiring authorizations of appropriations, and dozens of federal credit programs. When CBO analyzes the President's budget request, it will post a set of files providing estimates of the budgetary effects of specific proposals. The agency will also continue to post the data for various reports' charts and tables.

Analyzing the Accuracy of CBO's Estimates

In 2023 and 2024, CBO will continue to release reports analyzing the accuracy of its past projections of outlays, revenues, deficits, and debt. And the agency will compare its projections of federal subsidies for health insurance with actual amounts.

Comparing Current Estimates With Previous Ones

In several of its recurring publications—reports about the budget and economic outlook, federal subsidies for health insurance, and the long-term budget outlook—CBO will continue to explain the differences between the current year's projections and those produced in the previous year. In its cost estimates, CBO will continue to identify related legislative provisions for which it has provided recent estimates and explain the extent to which the provisions and estimates at hand are similar or different.

Comparing CBO's Estimates With Those of Other Organizations

CBO will compare its budget projections with the Administration's and its economic projections with those of private forecasters and other government agencies when possible. And in various reports, the agency will include comparisons of its estimates with estimates made

by other organizations. When time does not allow for publication but interest is high, analysts will discuss such comparisons with Congressional staff.

Estimating the Effects of Policy Alternatives

In 2023 and 2024, CBO will update some of its interactive tools and release new ones to help the Congress and the public better understand the effects of potential changes to federal policies. Reports will also illustrate the potential effects of various policy proposals.

Characterizing the Uncertainty of Estimates

CBO will update an interactive workbook showing its estimates of how changes in economic conditions affect the federal budget. The agency's reports about the 10-year outlook for the budget and the economy, the long-term outlook for the budget, and federal subsidies for health insurance will contain substantial discussions of the uncertainty of CBO's projections. In addition, in most cost estimates in which uncertainty is significant, CBO will include a discussion of the topic.

Creating Data Visualizations

In 2023 and 2024, CBO will provide information about its budget and economic projections in slide decks and create infographics about actual outlays and revenues. The agency will also produce more reports that rely principally on visual presentations. And it will look for opportunities to include graphics to enhance the explanations in some cost estimates.

Conducting Outreach

CBO will continue to communicate every day with Congressional staff and others outside the agency to explain its findings and methods, respond to questions, and obtain feedback. The agency's Director will meet regularly with Members of Congress to do the same. After each set of baseline projections is published, CBO's staff will meet with Congressional staff to discuss the projections and answer questions.

CBO will obtain input from its Panel of Economic Advisers, its Panel of Health Advisers, and other experts. Many reports will benefit from outside experts' written

comments on preliminary versions. For some recurring reports produced on compressed timetables, such as the one about CBO's long-term budget projections, the agency will solicit comments on previous publications and selected technical issues to incorporate improvements in future editions.

CBO's staff will give presentations on Capitol Hill—some in collaboration with Congressional committees and the Congressional Research Service—on CBO's budget and economic projections and on other topics. Those presentations will allow CBO to explain its work and answer questions. The agency will also give presentations about its findings and about work in progress in a variety of venues to offer explanations and gather feedback. In addition, CBO will use blog posts to summarize and highlight various issues.

This testimony summarizes information in the Congressional Budget Office's budget request for fiscal year 2024. That budget request was prepared by Leigh Angres, Tracy L. Henry, and Kamna Virmani with assistance from Angela D. Clark, Dana Ealey, Ann E. Futrell, and Kevin Laden and with guidance from Mark Smith. It is available at www.cbo.gov/publication/58881.

Mark Hadley reviewed the testimony. John Skeen edited it, and Jorge Salazar created the graphics and prepared the text for publication. The testimony is available at www.cbo.gov/publication/58985.

CBO seeks feedback to make its work as useful as possible. Please send comments to communications@cbo.gov.



Phillip L. Swagel
Director



Senator REED. Thank you very much, gentlemen, for your testimony, and for the great work that you have done, and your colleagues have done to support the Congress.

Comptroller General Dodaro, you spoke, and in fact we had a chance to speak on the phone. I really appreciate you taking the time from your little sabbatical with the family. And one of the issues that we spoke about was, again, a part of today's testimony, that is the mandates that you receive as both Members of the Armed Forces Committee, many of them come from us, but not all.

General DODARO. Right.

Senator REED. Let me put the record straight, but not all, we carry a lot of other bills; but those mandates I think are—if you could comment on how they impact your work and how you have structured the budget to ensure you cover all those mandates.

And also, I think it is worthwhile emphasizing, again, the fact that the—and the cost benefit analyses, the benefits you have rendered to the Congress and the Nation have been significant. So if you could comment?

General DODARO. Yes, absolutely. First, I believe mandates are a very important part of GAO's work. We track every week, every bill that is introduced in Congress, and there are hundreds of mandates every year from committees across Congress, including outside the Defense Committees. I think they are important, and we try to work with the committees to make sure that what actually gets passed are mandates within our scope of authority and competency, and have timeframes that we can meet. We do all of that work in advance working with the committees.

Mandates reinforce our nonpartisan, transparent reputation, because by definition, they are generally bicameral and direction for GAO work. It is the broadest expression of Congressional interest in our work. Also, the reports are released to the entire Congress and the public when they are ready to be released, as opposed to requests from Chairs and Ranking Members, who can hold the report up for 30 days before they release it.

We are to the point now where we are doing more work as a result of mandates than requests from committees. I think the balance is good. So we built the demand from mandates into our request. And where we are receiving more of these mandates, or interests from the Congress, are in the four priority areas that I previously mentioned.

Senator REED. Mm-hmm.

General DODARO. Science and technology, national defense, health care, and cyber security. The number of cyber security requests and mandates has just proliferated as that issue has grown, and will continue to grow more complex. Those issues will not be resolved anytime soon, and they will become more complicated.

Now, we also plan our work to get a good return on investment. And the work that we do on the high-risk areas—where we designate areas that are susceptible to mismanagement, fraud, waste, and abuse issues that has returned, in the last 17 years, \$675 billion; so we get about \$40 billion a year from targeting those areas where we know that there is waste, and abuse, and can be better management.

The overlap, duplication, and fragmentation work, as I mentioned, is over a-half-trillion dollars in savings so far, and that is only with Congress implementing, and the administration, about 74 percent of our recommendations.

Many of our unimplemented recommendations can yield tens of billions of dollars more. We will be updating the high-risk list next month before Congress, with hearings in both the House and Senate. We will also issue our next fragmentation, overlap, and duplication report, which includes opportunities for cost savings and revenue enhancements.

Senator REED. Mm-hmm.

General DODARO. The Inflation Reduction Act also directed that we provide oversight. We will do a lot of work at IRS examining the funding provided to the agency under the Act.

I am confident we can continue to provide a good return on investment, help the Congress meet these national, pressing issues in these areas, and respond to all the mandates in a timely manner.

Senator REED. Thank you, Comptroller General.

Director Halpern, your agency does very good work, we see the paper every day, and we are not disappointed. But can you highlight some of the improvements you intend to make, going forward, with this budget that you suggested?

Mr. HALPERN. Absolutely. I mentioned in my testimony XPub, our next-generation composition engine, and that bears a little bit of explanation.

Senator REED. Please.

Mr. HALPERN. So GPO built the software stack the Congress prints on, so every time you go to the Senate Office of Legislative Council, and they hit Control-P, our software takes over. The problem is that software was originally written in 1982, and is still in use today. So every time Microsoft is helpful and upgrades Windows, it takes a lot of work, on our part, to make sure that our systems continue to function.

But this is also an opportunity, and it is an opportunity to bring new technology that will speed up the process, and provide Congress with new options in a very cost-effective way. So XPub builds on the work that Congress has been doing over the last several decades, to build the legislative process around structured data. So instead of having a file that describes just how something looks, this is bold, this is small caps, or something along those lines; it is: No, this is a heading, this is text, this is a paragraph, this is a subparagraph.

Ad what that does is that enables, whether it is folks here in Congress, or folks out in the public, to build new software tools, to look at that data in new and different ways, ways that can help you understand what is going on, provide lots of links to GAO work, or CBO's work, or whatever.

So updating our system to be an XML Native system, and improving the tools that we provide Congress to author things like committee reports, and hearings, and all of those kinds of things, will vastly cut down on the time it takes to prepare them, the complexity that is involved.

You pair that with other Investments that we are making in digital inkjet press technology. So think of that digital inkjet printer that is sitting next to your desk, except it is the size of two panel bands.

Senator REED. Mm-hmm.

Mr. HALPERN. And we can literally print thousands of pages per minute. But that digital technology enables a whole host of other options for Congress. So for instance, you look at the report this Committee will put out on this bill, it is in small type, it is in a weird document size, and all of those things, that format was designed to cut down on costs in old-style offset printing.

With digital inkjet technology, we are not constrained by that any longer. So we can make that report whatever size you want, we also have the ability to easily add graphics, easily add color, all of those kinds of things. So if you take XPub, and you take these other digital technologies and combine them, you are really at an inflection point for Congress to decide: How do we want our documents to look for the next, the next century?

Senator REED. Thank you very much. With your permission, may I ask one more question?

Senator FISCHER. Sure.

Senator REED. Thank you. Director Swagel, you know, you have brought up, and we have had a discussion about this, to the timeliness of response. Now, this is a: it takes two to tango.

Dr. SWAGEL. Mm-hmm.

Senator REED. Sometimes we call you with a: We are ready to go at 1:00 a.m., and we would like to go at 2:00 o'clock that afternoon, we expect you to respond, correct?

Dr. SWAGEL. It does happen once in a while.

Senator REED. It does happen once in a while.

Dr. SWAGEL. Once in a while, yes.

Senator REED. So yes, this is not just the problems, but can you tell us what you are doing with this proposed budget to increase the timeliness of your response to Congressional requests.

Dr. SWAGEL. Yes, sir. And that really is our focus. A couple of things. We have innovated in some ways; we are looking at bills that are reported out of committee to determine how we can do things faster, maybe not a full-blown cost estimate, but get them to the table they need to satisfy the budget requirements.

And we have done that. We did that for Homeland Security last Congress and we will continue to do that when it is helpful to committees. We are doing that for bills. Regarding the House, it is bills coming on the suspension calendar. The same thing, we are doing a table with a group of those together.

There is that sort of innovation too where things that are moving quickly that maybe we haven't seen to say, well, let us do what we need to do to get it on its way even if it is not our full-blown process. And then what the budget request will allow us to continue to do, is focus additional resources on the areas where we know we have fallen behind.

And you and I have talked about National Security, Homeland Security, we just need more people. We have great people working on that, we just need more of them, and that is what I am hoping to add.

Senator REED. Thank you very much.

Senator FISCHER. Thank you, Mr. Chairman.

Mr. Dodaro, the GAO's fiscal year 2024 request proposes an increase to develop additional oversight capabilities in four key areas, which you have mentioned; that includes national security. In your written testimony you note that GAO seeks to expand assessments of individual defense programs in DOD's readiness posture. Can you please explain what specific elements of the request will serve to increase GAO's national security capacity, including conducting DOD assessments, and fulfilling the defense-related mandates that Congress has set for GAO?

General DODARO. Yes. A good portion of our existing resources are in the defense area, because it is half of the U.S. government's discretionary budget and the defense budget has been increasing. We see a lot of need for additional work in this area.

Of the 165 additional FTE that our fiscal year 2024 budget would support, Senator Fischer, I would like to put 40 more people into the defense area. This would expand our teams that conduct work in this area and expand our capacity to do more work and make sure that we can meet the mandates in a timely fashion.

Most of the mandates that are in the National Defense Authorization Act require us to report early in the next cycle for the next annual bill. And that timing can be a challenge. So sometimes we have to meet the required dates with a briefing rather than a full report being issued later. I am hoping, that with the additional resources, we can increase our ability to meet the mandated due dates with full reports, which would then allow us to take on other requests from Committee Chairs and Ranking Members across the Congress.

As I mentioned, there are some critical areas that we are not going to be able to get to without additional resources. I think the recruitment and retention of our military personnel is one of those areas. The Army, I understand, reported that they missed their recruitment goals last year by 25 percent, and the Air Force just missed them by 10 percent or so. I would also like to do more work on the Guard and National Reserve readiness issues.

Also, the Defense Department is spending a lot of resources on artificial intelligence, and I think they need to show good results in that area. We have developed an artificial intelligence accountability framework to help ensure that Federal agencies use AI responsibility. Using this framework, we can now audit agencies' algorithms and related AI systems to make sure that they are doing what they intend to do.

And we have also tried to provide DOD more guidance to build in computer security requirements in the development of new weapon systems, which they weren't doing before. And so I would like to do more work in the cyber area, in artificial intelligence, and hypersonic weapons—

Senator FISCHER. Can you?

General DODARO. Yes.

Senator FISCHER. Since I am new here.

General DODARO. Yes.

Senator FISCHER. Can you tell me how, when you are looking for 40 more staff, what qualifications do they have to have? Not just with regards for defense.

General DODARO. Right.

Senator FISCHER. And you are mentioning things like “hypersonics”, and cyber——

General DODARO. Right.

Senator FISCHER [continuing]. And you talked about satellites. What do you look for in areas of expertise in order to have confidence in the numbers, in what they are proposing?

General DODARO. Oh, sure. In GAO we have both subject area and technical specialists. The subject area specialists tend to focus on a particular program or agency and have deep subject matter expertise and experience. For example, we have people that know the Defense Department inside and out and have been looking a defense issues for 20/30 years and have experience working with the different services.

We also have technical specialists.

We have scientists looking, for example, at the modernization of nuclear warheads. Among other subject matter experts, we have a PhD-level nuclear physicist on board to help with this work. Our teams are developed by putting together interdisciplinary teams. So we assemble teams with program experts like those with defense expertise, with technical specialists and others. We have so many program experts in defense, and then I have these scientists, people that are quantum experts, I have people that are biologists and——

Senator FISCHER. Do you ever reach out to the Department of Defense, and you know, not just ask questions but do you ever take information from them as well?

General DODARO. Oh, absolutely, yes. As part of auditing process, we get their views and information and documents from them, such as test plans. For example, every year we look at the Portfolio of Weapon Systems, to obtain information on cost and schedule performance. We have a very multidisciplinary workforce.

Senator FISCHER. That is helpful. Thank you.

General DODARO. Yes.

Senator FISCHER. Thank you.

General DODARO. Sure.

Senator FISCHER. Dr. Swagel, in your testimony, in your written testimony you mentioned that CBO’s workload from Congress in 2022 strained the agency’s resources in many areas. The fiscal year 2024 request seeks an 11.8 percent increase to improve capacity through hiring more staff and spending on new information technology systems. Can you elaborate on how the 2022 legislative period strained CBO, and why the proposed increases are the correct answer to this problem?

Dr. SWAGEL. Yes. And in a sense it was. Last Congress, there was both the regular work that we do for committees as they develop legislation in both Chambers then, in parallel there were legislative efforts, the larger more complex ones, that were largely outside of the committee process; the Omnibus, the two Reconciliation Bills, the CHIPS Act, the Infrastructure Bill, the Guns and Mental Health Bill. In substance, we are set up to work in regular

order through the committees. We will work however the Congress works; we are just not set up for that. I think we managed, we innovatively managed. But I can see we just need more people.

There is a part of it we are doing internally to make our people more flexible, and have overlapping portfolios, so we need to adjust inside. But I really think we just need to grow a bit to be able to handle that.

Senator FISCHER. As you are looking at adjusting what areas, issue areas, do you see Congress maybe turning to and focusing on that were in the near-term?

Dr. SWAGEL. Mm-hmm.

Senator FISCHER. And how do you—how do you prepare for that?

Dr. SWAGEL. Yes. We are at our best when we have our analysis done before; when we get to the issue before you do, and we do it sometimes. The Surprise Billing that was enacted a few years ago, we had our analysis ready, and so we did hundreds of iterations on that because we were ready.

We are building capacity in some things, so I mentioned national security, we have capacity, we need more. Immigration, we say a lot, and I think excellent work, on the fiscal impacts of immigrants, but not on the wider impacts. What they do at the border, what they do inside the homeland, what they do for the economy, entrepreneurship. That is one area where I want to build our capacity. Health care is another. There are a couple of other topic areas where I am looking ahead thinking: Where will Congress go?

Just one last sentence; on the near term, we are doing a lot on the sort of near-term spending; sort of what is going to happen in the near term on the budget. We are working very closely with the two budget committees and the two leaderships on that as well.

Senator FISCHER. Thank you.

HIRING QUALIFIED PERSONNEL

Senator REED. I just have a few brief questions; a question for everyone at the panel and beginning with the Comptroller General. One of the issues we hear consistently is the inability to hire qualified personnel throughout the economy of the United States, small businesses, large businesses, et cetera.

Interestingly, today, we had a hearing where we had a nominee for manpower in the Department of Defense, and a nominee for Navy acquisition. It turned out, at the end, we discovered that they are competing against each other for personnel, shipyard workers versus, you know, sailors for the Navy. So I wonder if you are having that same problem.

General DODARO. No.

Senator REED. Great.

General DODARO. At GAO we have no problem. My entire time as Comptroller General, which now I have been in this position 15 years, we have been ranked as one of the best places to work in the Federal Government.

Senator REED. Mm-hmm.

General DODARO. The last 2 years we have been number one across the entire Federal Government for mid-size agencies. We have a strong intern program, a nationwide recruiting program, we have a great mission, we provide people with flexibilities, and our

work is used by the Congress. So people can actually see the results of their work, and they can work in a nonpartisan environment, and help the country.

So we have no problems. We are on track to meet our 2023 hiring plan. Our attrition is only about 6 percent, so we don't have a turnover problem, and people stay at GAO because they are satisfied with the work that they do.

Senator REED. All right then.

Director Halpern.

Mr. HALPERN. Senator, you have hit on my number one challenge at GPO. So 50 percent of our team will be eligible to retire within the next 4 years. That means one out of every two press people, proofreaders, IT specialists, contract specialists, electricians, carpenters, book binders, you name it, our workforce tends to be a little older than the Federal average by three or 4 years.

And attracting the kinds of folks who can do the crafts that we need at GPO is a challenge. So we have tried to respond to this in a number of different ways. One is, we have reactivated our Recent Grads Program where we are trying to recruit heavily from recent college grads. We, too, have been on Forbes' list of Best Places to Work, 2 years running now, something we are very proud of.

And our first class, I want to say was 22 people this year. We expect to double that next year. We have also restarted our apprenticeship program, something that goes back 140 years, or so. Our first class was eight proofreaders, a particularly critical need for us. Next year we hope to up the apprenticeship class to 20 people across a whole variety of trades: press people, book binders, and the rest. We have also responded by creating new kinds of roles.

So GPO is a heavily unionized institution. I have got 12 different bargaining units I work with, and they have actually been a great partner throughout this. But we worked very closely with our book binder union to create what we call production technicians. So somebody who may not have training as a book binder, but shows some proficiency in machine and manufacturing operations, and we bring them in and we have a 3-year, on-the-job training program.

So at the end of that they are earning—they are a full-fledged book binder, and they are earning probably about \$44 an hour in today's dollars. So it is a—there are a lot of opportunities for young people. We are working hard to make sure we are recruiting out of high schools, and community colleges as well to try and fill that need.

But you know, one of the reasons we are investing in technology is to cut down on the actual number of people we need, but we can't do it without replacing some of the folks we know are going to leave for their well-earned retirement.

Senator REED. Well, please keep us advised of that because it is—you know, it is a short horizon before you are in, so it is a significant issue.

And Director Swagel, your comments on—could you get that microphone closer?

Dr. SWAGEL. Oh. I have to push the button; sorry about that. We see it at both the macro and the micro level. At the macro level our budget analysis takes into account that there is over a million

workers missing from the economy, and so that is affecting the economy and then it affects us at an agency level.

Senator REED. Mm-hmm.

Dr. SWAGEL. And we hire people who are mission-oriented, people who want to give back and enter public service. We have been successful; we have to work at it, but we have been successful. We also have shifted to younger workers in that we have expanded the number we hire right out of college. Less experience of course, but they tend to be more flexible and that has been helpful.

The challenge we face is given the age of our workforce, we hire people right after college; after a Master's, after a Ph.D. The really sort of chief years of fertility, of child rearing, and childcare. Administratively, we are part of the House, we are at the very bottom of the priority list for childcare in the House. And so that is one of the key challenges that CBO faces.

Senator REED. Well, that is something perhaps we might consider and work on.

Senator Fischer.

Senator FISCHER. Thank you. Mr. Halpern, as part of the NDAA that passed Congress last December, the access to Congressionally Mandated Reports Act became law. GPO is now responsible for collecting and making publicly available all the congressionally mandated reports from Federal agencies in one central online portal.

The fiscal year 2024 request seeks an increase of \$500,000 to develop the additional web system and contract support. Can you explain this new responsibility for the agency, and where you are in the process of implementing that?

Mr. HALPERN. Absolutely. So let me let me start before I came to GPO, when I was at Committee Council in the House. So I was responsible for all of the back office operations for the multiple committees I worked for, and one of those was handling these executive communications when they came in.

And I will tell you exactly how it happened. The parliamentarians in the Speaker's Office would bundle them into an envelope, they would send them to us, we would put that envelope in a filing cabinet, and at the end of the Congress we would put it into a gray archive box, and send it off to the archives, with nobody ever having actually looked at them.

If we fast forward to today, and the goal of the Congressionally Mandated Reports Act, it is to get some eyes on these reports, both here, inside the building, and externally amongst the public. The good news is, we have already got the infrastructure to support this. So GovInfo, the world's only ISO-certified, trusted digital repository, where all of your data is put online, and shared with our partners at the library, and at the archives, and the public, that provides sort of the bones that we need to build this system.

The amount that we are requesting is for those custom elements that we are going to need to build, to put this in place. And the idea will be that these agencies will be able to submit these reports. We will work with them to provide standards for them to do that, and then provide both a PDF digital version of that, so it maintains that print fidelity, as well as a machine-readable format.

And that is going to start out a little bit more simply; it is going to start out as more of a simple—

Senator FISCHER. What impact do you think this requirement is going to have on future budgets?

Mr. HALPERN. I am hopeful that it will not be huge; probably in that neighborhood of about half-a-million dollars a year. So we would like to get to the point where, in order to facilitate this for Federal agencies we build, essentially, a Word template. And we say: Here you go. You have got this requirement, if you use this Word template, we can provide you good, press-ready formatted material, and easily ingest that into a machine-readable format as well.

Senator FISCHER. Thank you, very much.

Mr. Dodaro, the agency's budget request highlights the oversight of the Inflation Reduction Act, and that is going to be a central part of GAO's workload in the coming years, that includes 32 ongoing or planned audits through 2025, and there will be more in the future, as you know. How does the request align with this new workload? Are there any requested increases specific to the IRA oversight?

General DODARO. Our budget request will enable us to conduct the oversight envisioned in the IRA while also still meeting other demands for our services.

In other words, our budget request primarily supports the costs of the people who are already on board. We need the funds requested to pay for the staff on board and those that we hire to replace those who we lose through attrition. The staff on board already the people who are going to work on the Inflation Reduction Act oversight. Plus, Congress already gave us \$25 million in the Inflation Reduction Act to provide support for this oversight. The people that we hire will backfill for the people that we allocate from our current workforce to timely conduct the IRA oversight.

Senator FISCHER. When you say, "You are going to allocate people in your current workforce."

General DODARO. Yes.

Senator FISCHER. Are you going to determine that a certain amount of their time is going to be geared toward the IRA? You are nodding, yes.

General DODARO. Yes. Yes.

Senator FISCHER. So if so, when you look at that, what is the percentage of—how much of their workload is going to be due to the IRA?

General DODARO. Well, it depends on which of the teams we need to draw people from. For example, a lot of the IRA funding is in the IRS area; there is the \$80 billion for the IRS.

Senator FISCHER. Right.

General DODARO. And so we will have our of people who are experts in tax administration involved; a portion of their time will be devoted to IRA oversight. But we will hire people to backfill for those positions so we can continue to do other work in the tax administration area that we are mandated to do. We will do the same thing for the mandates related to rural development, for example; in those areas, we will allocate people in our natural resources and environment team that are subject matter experts. The same thing for the decarbonization—

Senator FISCHER. Right.

General DODARO [continuing]. Provisions. We will use some of our scientists for the work. So yes, for every audit that we do we pull people from four or five different teams.

Senator FISCHER. Right.

General DODARO. So it is hard to give you—

Senator FISCHER. Now, that will increase—

General DODARO. Yes.

Senator Fischer [continued]: That you are pulling people off then to specifically address the IRA?

General DODARO. Yes.

Senator FISCHER. And how will GAO regularly report to Congress with its findings on the IRA oversight?

General DODARO. We will issue individual reports, and then like on our coronavirus oversight work where we were also mandated to do reports, we will send periodic reports to the Appropriation Committees to say how many reports we have issued already in these areas and what our work plans are. We will keep Congress apprised of our work plans going forward. But we will also report separately on all these different broad oversight mandates, such as the IRA and the Infrastructure Investment and Jobs Act. We have done this before with special funding for disaster-related assistance oversight.

Senator FISCHER. Okay. Thank you.

General DODARO. Sure.

Senator FISCHER. Thank you, Mr. Chairman.

Senator REED. Thank you, Senator Fischer.

And gentlemen, thank you for your testimony, and for your service. And again, please compliment and commend all the people that do the job every day. So thank you very much.

With that, unless you have additional questions?

Senator FISCHER. Mr. Chairman, could I follow up with some questions for the record, please?

Senator REED. Yes, absolutely, absolutely.

Senator FISCHER. Thank you.

ADDITONAL COMMITTEE QUESTIONS

Senator REED. There, we allow, say, 4 days for questions for the record? I think you will probably have them in tomorrow, but anyway.

[The following questions were not asked at the hearing, but were submitted to the agencies for response subsequent to the hearing:]

No questions were submitted for the record.

SUBCOMMITTEE RECESS

Senator REED. Thank you, gentlemen.

And with, that I will adjourn the hearing.

[Whereupon, at 3:58 p.m., Wednesday, March 15, the subcommittee was recessed, to reconvene subject to the call of the Chair.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 2024

WEDNESDAY, MARCH 22, 2023

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

The subcommittee met at 3:00 p.m., in room SD-192, Dirksen Senate Office Building, Hon. Jack Reed (Chairman), presiding.
Present: Senators Reed and Fischer.

ARCHITECT OF THE CAPITOL AND THE LIBRARY OF CONGRESS

OPENING STATEMENT OF SENATOR JACK REED

Senator REED. Good afternoon. The subcommittee will come to order. I would like to welcome everyone to the second of our fiscal year 2024 budget hearings for the Legislative Branch Appropriations subcommittee.

Today we have with us Dr. Carla Hayden, the Librarian of Congress, and Ms. Chere Rexroat, the Acting Architect of the Capitol. I would like to thank you for joining us here today to testify on your agency's fiscal year 2024 budget request, and I ask unanimous consent that the witnesses written testimony be placed in the hearing record.

And hearing no objection, so ordered. As I noted in our first hearing last week, the Legislative Branch agencies have submitted fiscal year 2024 budget requests that account for \$259 million increase over the fiscal year 2023 Legislative Branch appropriation.

We will be carefully considering these requests to ensure they continue to improve our ability to meet our responsibility to govern effectively. For fiscal year 2024, the Library of Congress is requesting \$895.1 million in appropriated funds, which is an increase of \$66.6 million over the fiscal year 2023 enacted level.

This request includes \$618.5 million for Library of Congress operations, \$57.5 million in direct appropriations for the operations of the Copyright Office, \$146.6 million for the operations of the Congressional Research Service, and \$72.5 million for the National Library Service for the Blind and Print Disabled.

The Library of Congress's budget request includes funding for investments in the Library's IT and cloud infrastructure, as well as funds that can—efforts to modernize the Library's collections management systems and processes. Further, it requests funding for 40 positions to strengthen acquisition planning and contract manage-

ment, and to strengthen the information technology planning and enterprise architecture management.

The Library of Congress performs critical work that goes far beyond serving the Legislative Branch. I look forward to hearing from Dr. Hayden on the exceptional work of her agency to improve access to our Nation's treasures and library services for the American people, as well to hear about the agency's fiscal year 2024 budget request.

Today, we will also be reviewing the Architect of the Capitol's fiscal year 2024 budget request. Before I address the AOC's request, I would like to thank Ms. Rexroat for stepping in to serve as the Acting Architect of the Capitol.

She comes into this role following the removal of the previous Architect by the President, a movement both sides of the aisle had called for. This has been a tumultuous time for the men and women who work at the Architect of the Capitol.

Please share our appreciation to your workforce for everything they do to keep the families and grounds and facilities of the Capitol complex operational each day. Each of them is critical to not only the ability of the Congress to fill Constitutional responsibility, but also for this institution to serve as a symbol of democracy around the world.

Ms. Rexroat, you and I briefly discussed some of my concerns about the manner in which the AOC estimates the requirements for the significant properties your agency is responsible for and the way these projects are managed during execution.

The Architect has a history of executing projects that do not meet estimated budgets or timelines, which result in significant budget implications affecting the Legislative Branch's overall budget.

I appreciate your willingness to address these concerns head on, while a search for a new architect is underway, and to reform the way the AOC leadership administrate its responsibility to effectively lead your agency.

I want you to know that I support any efforts to improve the AOC's internal operations and the effectiveness of the leadership team. The AOC is seeking an appropriation of \$1.128 billion, which is a decrease of \$191 billion from fiscal year 2023.

While I appreciate that the AOC has submitted a reduced request over the fiscal year 2023 enacted level, my team has asked the Acting Architect to carefully review the requested funding levels for the projects included within this budget to ensure they promptly reflect the actual projected cost for the project.

I look forward to receiving the Architect's updated information once these reviews are conducted, and I look forward to the Acting Architect's testimony today. Now, with that, let me turn it over to Ranking Member Senator Fisher.

OPENING STATEMENT OF SENATOR DEB FISCHER

Senator FISCHER. Thank you, Mr. Chairman. And thank you to our two witnesses today, Dr. Hayden and Ms. Rexroat, for being with us this afternoon for our second Legislative Branch hearing.

As the Chairman noted in our last hearing, it is important to restore regular order in the appropriations process. The American people deserve a transparent and on time budget from their elected

officials. It is my hope to craft a fiscally responsible bill with Chairman Reed through regular order this year.

Today, as part of that process, we will be hearing from the librarian and also our Acting Architect as they testify regarding their agency's fiscal year 2024 budget request. Dr. Hayden. The Library of Congress does important work, not only in support of Congress, but on behalf of the American people.

I want to commend you on the initiatives to expand access and increase engagement so that more people can benefit from the Library's collections. In particular, I want to highlight the Veterans History Project, the program that collects, preserves, and makes accessible the firsthand recollections of U.S. military veterans.

Our veterans put their lives on the line in service to our Nation, and we have a responsibility to support and honor them. So, I am proud that my office has also helped to facilitate some of those recollections from Nebraska and our veterans to that project. For fiscal year 2024, the Library seeks a 7.5 percent increase over last year's enacted level.

In your testimony, I hope to hear how the increase will enable the Library to continue to expand access, modernize offerings, and provide research support for Congressional staff. Ms. Rexroat, I recognize that you are in an acting role as Architect of the Capitol, and I am hopeful that new leadership at the AOC will allow for fresh perspectives and improvements on the agency's processes and priorities.

The AOC is asking for \$1.1 billion, and while that is a decrease from the enacted level, it is still a significant request. As we look for fiscal year 2024, we must evaluate how the considerable resources we have provided over the past few years are being implemented. Additionally, we must ensure that projects are properly scoped on schedule and on budget.

I am looking forward to your testimony on how this budget request will help the AOC meet its mission to serve Congress, preserve America's Capitol, and inspire memorable experiences. Thank you again to our witnesses for being here today. And thank you, Chairman Reed, for leading what I know will be a productive conversation on these agencies' budget requests.

Senator REED. Thank you very much, Senator Fischer. Dr. Hayden, your brief opening statement is now in order. As you know, your written testimony is already part of the record. Dr. Hayden, please.

LIBRARY OF CONGRESS

STATEMENT OF HON. CARLA HAYDEN, LIBRARIAN OF CONGRESS, LIBRARY OF CONGRESS

Dr. HAYDEN. Chairman Reed and Ranking Member Fischer, thank you for this opportunity to testify in support of the Library's fiscal year 2024 budget. I am very pleased to report that in fiscal year 2022, the Library returned to regular operations.

Visitors and researchers returned on site, reading rooms reopened, and in-person events multiplied, all while popular virtual programming continued. And with the support of Congress, the Li-

brary continued to build collections in multiple formats and engage users in a variety of ways.

Today, the physical collections contained nearly 175 million items, with many in digital form, and the Library's digital engagement has increased dramatically. I would like to express my support here and my gratitude for the support of Congress, in particular for funding our recent IT investments. Also, special thanks to Congress for support of the Visitor Experience Initiative.

We have raised over almost \$20 million from donors nationwide for this impactful initiative, and our goal is to have these engaging new spaces open in the Thomas Jefferson Building to the public for the Nation's celebration, 250-year celebration in 2026.

I come before you to discuss the Library's fiscal year 2024 appropriations request, and this request does include \$45.8 million in mandatory pay and price level increases, and the remaining increases represent critical investments necessary to continue to meet the Library's mission.

With modern IT infrastructure and systems now in place, thanks to your support, we are using a continuous development approach to ensure ongoing improvements as we manage the Library's technology landscape.

Several of the Library's requests this year include resources for congress.gov and to allow us to build capacity throughout all of our IT systems. For instance, the U.S. Copyright Office continues to reach major milestones toward a new enterprise copyright system, ECS, which is transforming the entire copyright process.

The budget requests a permanent base for continuous development to the ECS to accommodate changing needs and technological advancements. The Library's special responsibility for the National Library for the Blind and Print Disabled extends to critical IT systems that ensure accessibility for NLS patrons and blind staff.

The request includes staffing dedicated to continuous innovation and development for their systems, and other new funds would replace obsolete talking book machines with web-based systems and make refresh of all braille e-readers available to patrons.

In addition to the continuous development process that is led by Library staff, contracted services support a growing portion of our IT development. And to support the increase volume and complexity of these contracts, additional experienced staff are requested for the Library's contracts and grants director.

Other important staffing requests will ensure that we continue the responsive service that Congress needs and expects. Given the significant increase in the annual volume and complexity of bills introduced, the Congressional Research Service requests funding for additional staff to accommodate the growing build digest workload and to enhance their Legislative Information Service support for Congress.

This request also supports a series CRS pilot program for quantitative analysis of research and operation of big data to meet emerging Congressional demand. The Library's 2024 Congressional budget justification advances necessary work initiated in previous years to move the Library forward, all while preserving its world class resources and making them accessible for generations to come.

We recognize the challenges resulting from the current fiscal environment, and our programmatic requests represent the most necessary and impactful priorities that will enhance the Library service to Congress and the American people.

Thank you again for supporting the Library and for your consideration of our fiscal 2024 budget, and I look forward to your questions.

[The statement follows:]

PREPARED STATEMENT OF THE HONORABLE CARLA HAYDEN, THE LIBRARIAN OF
CONGRESS

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee:

Thank you for the opportunity to provide testimony in support of the Library's fiscal 2024 budget request.

The Library of Congress (Library) has built one of the largest collections of human knowledge ever assembled, in support of our mission to engage, inspire, and inform Congress and the American people with a universal and enduring source of information and creativity. In pursuit of its vision that all Americans are connected to the Library of Congress, the Library is committed to making this knowledge and creativity more discoverable, accessible, relevant, and useful.

The Library is an authoritative source of knowledge that enriches the American people in countless ways. We serve many customers: Congress, Copyright users, researchers, visitors, and blind and print disabled citizens, among many others. We directly serve the American public with programs like the Veterans History Project that preserve and make accessible the firsthand recollections of U.S. military veterans, and Teaching with Primary Sources that allows teachers in local school districts to create curricula and develop apps using the Library's digitized primary sources. The Library is in the forefront of making its resources available and useful to those who come here and in digital form for those who cannot.

In fiscal 2022, the Library returned to normal operations for the visiting public after building capacity limits and mask requirements were lifted in the third quarter. More visitors and researchers returned on site, reading rooms reopened and in-person events multiplied, while popular virtual programming that began during the pandemic continued. With the support of Congress, the Library continued to build collections in multiple formats and engage users in a variety of ways. Today, the physical collections contain nearly 175 million items, with many more in digital form.

Robust service to Congress and all Americans continued across the Library. The Congressional Research Service's (CRS's) Congress.gov sites—the Constitution Annotated, CRS Reports and Congress.gov—drew 40.8 million visits during the fiscal year. The U.S. Copyright Office (USCO) transferred 626,595 works, with an estimated value of nearly \$48 million, to the Library for possible addition to the collections. The Library's Center for Learning, Literacy and Engagement produced a year full of in-person and virtual programming, including the National Book Festival. At the end of fiscal 2022, new collections Module 6, completed in 2021, was 36 percent filled. Over the past year, the Library's Preservation Directorate performed 8.7 million preservation actions on books, serials, prints, photographs, manuscripts and other items.

Notably, the Library's digital engagement increased dramatically since the start of the pandemic. In fiscal 2022, loc.gov recorded 392.4 million page views during 105 million visits from 74 million unique users to National Library sites. On the Library's social media platforms, engagement has doubled and even tripled on Facebook, Twitter and Instagram, and Library YouTube content received 15.8 million views.

I would like to express my sincere gratitude for the ongoing and remarkable support that this committee and all of Congress give to the Library. In particular, I appreciate the initial funding you have provided for major Information Technology (IT) investments that we are implementing and continuously improving to meet user expectations for greater access and new and enhanced tools. These investments include the Enterprise Copyright System (ECS); CRS's Integrated Research and Information System (IRIS); the National Library Service's Braille Audio Reading by Download (BARD) and next generation devices; the Library Collections Access Platform (L-CAP); Congress.gov; and the Library's core IT infrastructure and IT security.

I would also like to give special thanks for your support of the Library's Visitor Experience initiative over the last 4 years. We are working closely with the Architect of the Capitol on final designs, and construction is expected to be underway by the end of the fiscal year. Our goal is to have our engaging new gallery spaces open to the public for the nation's semiquincentennial, in 2026. Further, in addition to the funds appropriated by Congress, we are close to having raised \$20 million in private donations for this effort. It is a testament to the Library's public engagement and offerings that donors large and small from across the country are contributing to this impactful initiative that will ultimately provide significant value for Congress and its constituents.

I come before you today to discuss the Library's fiscal 2024 appropriations request of \$940.8 million, which represents a 7.5 percent increase over the Library's fiscal 2023 enacted appropriation, including \$45.8 million in mandatory pay and price level increases. The budget request reflects the resources needed to sustain the Library's mission of service to Congress and the American people, and its vision-driven efforts to make the Library more user centered, digitally enabled, and data driven. It builds on multiyear strategic efforts to stabilize and optimize advanced IT systems and business processes, while at the same time enhancing access and customer services. And it invests in the future, ensuring that the Library can safeguard and support its collections, services, and workforce in person and online.

The budget request is carefully aligned with the goals and objectives of the Library's Strategic Plan: to expand access, enhance services, optimize resources, and measure impact. Requests for additional resources to support new or expanded programs are grouped in three interconnected and mutually reinforcing areas: (1) sustaining continuous technology development; (2) enhancing services and expanding access; and (3) strengthening expertise in other key areas.

With the understanding that mandatory pay increases and the effects of inflation on the cost of materials and services we procure are driving 70 percent of our fiscal 2024 request, we have taken great care to make only programmatic requests that are necessary and have the greatest impact on our service to Congress and the American people. We understand the current fiscal environment and the challenge you face in trying to meet the needs of the Library of Congress while being mindful of the taxpayer.

SUSTAINING CONTINUOUS TECHNOLOGY DEVELOPMENT

Recognizing that technology is essential to its mission of engaging, inspiring, and informing Congress and the American people with an enduring source of knowledge and creativity, the Library has adopted a continuous development model to sustainably evolve business operations and digital offerings. This approach integrates IT innovation, design, and delivery efforts to manage the increasingly complex technology landscape, reduce risk, and sustain digital transformation. Following industry best practices, and recommendations from the Government Accountability Office and the Library's Office of the Inspector General, the Library's continuous development approach ensures major IT investments are continuously improved in incremental, manageable steps, to meet user expectations for greater access and new and enhanced tools. The requested funding and staffing will bolster the Library's ability to sustain continuous development efforts, keep pace with digital advancement, and ensure that technology can continue to be harnessed to deliver exceptional services to all Library users.

USCO Enterprise Copyright System—Technology Transformation

The USCO continues to reach major milestones in developing the new Enterprise Copyright System (ECS), a transformative technological investment. The once paper-based Copyright Recordation process is now online, and the new Copyright Public Records system is now in operation. By 2024, ECS Recordation, ECS Public Records, ECS Licensing, and ECS Service Requests will be in full public use. Additional ECS applications will be available to the public in fiscal 2025, with the ECS Registration system planned to go live in fiscal 2026.

The budget requests a permanent base for continuous development of the ECS. Requested funding will bring in new staff and sustain a number of existing staff to implement a collaborative USCO/Office of the Chief Information Officer (OCIO) continuous development program that will sustain and keep ECS and other systems up-to-date with new features, enhancements and applications. It will also increase the functionality of ECS core services and add new services. Building an innovative ECS not only meets the expectations of today's copyright users, but also can accommodate changing needs and technological advances thanks to the continuous development approach. Sustained investment is essential for our long-term success in meeting the needs of the copyright community.

NLS—Technology and Service Delivery

Congressional investment in the National Library Service for the Blind and Print Disabled's (NLS's) efforts to modernize its business practices and associated IT systems, implement digital braille delivery, and develop cost-effective digital content delivery to new devices has resulted in important improvements for NLS patrons. To meet the evolving needs and expectations of its expanding patron base, NLS developed and piloted next generation devices, including DA2 (Digital Advanced Player 2), a web-based wireless system that replaces the original digital talking-book machine, which is an end-of-life product based on 20-year-old technology, and the eReader, a refreshable braille device that is in growing demand. Both the digital talking-book machine and eReader devices connect to the BARD Braille and audio download service. Requested funding will significantly increase the reach of these popular devices, making available 145,000 DA2 devices and 4,000 eReader devices to blind and print disabled patrons over a five-year period.

As an outgrowth of technology modernization, today, NLS is critically dependent on 19 IT systems for content delivery, content production, library services, marketing and communications, customer service, and project and program management. Consistent with NLS's mission, these systems must always provide the highest level of accessibility to NLS patrons and blind staff, and must allow these staff to be as productive as sighted persons when using them. Requested funding includes staffing in NLS and the OCIO dedicated to continuous development for NLS systems that will enhance efficiency and improve access to services for the growing population of blind and print disabled Americans. Again, sustained investment is essential for our long-term success.

ENHANCING SERVICES AND ACCESS

Legislative Support—CRS Bill Summaries, Congress.gov, and Quantitative “Big Data” Analysis

CRS has experienced greater demand for CRS Bill Summaries, one of its most widely used products, thanks in part to technological advancements that have resulted in new applications to automate the functions for Members to introduce bills. The volume of bills has increased by about one-third since the 115th Congress. Although CRS took extraordinary measures to keep pace with the volume and increased complexity of incoming bills, such as significantly shortening the length of bill summaries, a bill summary backlog of over 2,400 items remains. The request includes funding for additional staff with subject matter expertise to support CRS Bill Summaries and other analytical products created by the Legislative Information Services team, which makes searchable content available to congressional and public users of Congress.gov.

The request also seeks additional staff to enhance support for Congress and to create a permanent capacity for continuous development for Congress.gov. Increased staffing will ensure the day-to-day data integrity of the system and provide congressional operational support to include continuous modernization of congressional collections, formats, and capabilities, as well as support of congressional access to emerging application programming interfaces.

Lastly, to meet emerging demand, the budget additionally requests funding for a pilot program to augment and enhance CRS's ability to perform quantitative analysis of both research and operational “big data” for congressional clients. The request includes staffing to strengthen existing capabilities and an investment in the tools and datasets required to broaden the depth of quantitative analysis and models by leveraging big data. This program investment will establish a base process and increased capacity for in-depth data analysis in CRS.

STRENGTHENING EXPERTISE IN KEY AREAS

Contracts and Grants—Support for IT and Other Acquisitions

The request includes additional staffing for the Library's Contracts and Grants Directorate to keep pace with increasing demands for contracted products and services for everything from new collection display cases to major IT systems. The Library, like other Federal agencies, is facing substantial attrition of its contracting staff as workloads increase and contracts become more complex, particularly for IT-related acquisitions. These are hard-to-fill positions and a government-wide shortage of contract specialists makes recruitment and retention even more challenging. The requested funds will also acquire a Web-enabled solution for the grants lifecycle to support the application, award, and management processes.

OCIO—Enterprise Architecture and Digital Accessibility

The Library requests funding to establish a Digital Accessibility program within OCIO to meet growing demands for accessibility services including consultation, compliance assessment, and remediation and to improve access to the Library's digital products, materials, and services for Americans with disabilities. Direct patron and staff feedback, along with preliminary expert assessments, point to a large gap between the Library's products, materials, and services and Federal/international accessibility standards. The Library seeks to expand the program within OCIO so that accessibility is addressed at the beginning of the software development cycle while also enhancing current digital products.

The Library also requests funding to strengthen its Enterprise Architecture Program Office (EAPO) given the increasing complexity of the Library's IT programs and portfolios, together with a rapidly growing demand for new and enhanced user tools and technology solutions. The budget requests funding and staff to increase EAPO's capacity to produce complex architectural artifacts such as technological roadmaps and solution overviews, and to support robust strategic IT planning with detailed technology solution proposals that include accurate project cost and schedule estimations.

In closing, the Library's fiscal 2024 Congressional Budget Justification advances necessary work begun in previous years to move the Library forward into the future in an enduring way that preserves its resources, unrivaled anywhere else in the world, and makes them accessible for those who will come after us, as technological change accelerates. We recognize the challenges resulting from the current fiscal environment, and these programmatic requests represent the most necessary and impactful priorities that will enhance the Library's service to Congress and the American people.

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee, thank you again for supporting the Library of Congress and for your consideration of our fiscal 2024 budget request.

PREPARED STATEMENT OF SHIRA PERLMUTTER, REGISTER OF COPYRIGHTS AND
DIRECTOR, U.S. COPYRIGHT OFFICE

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee:

Thank you for the opportunity to submit the United States Copyright Office's fiscal 2024 budget request. The Copyright Office is tasked with overseeing the national copyright registration and recordation systems, advising Congress on copyright policy and legislation, working with the Department of Justice and other Federal agencies on copyright litigation and international copyright matters, conducting administrative and regulatory activity including with respect to statutory licenses, and educating the public about copyright. We accomplish this with a talented and diverse staff of about 450 people, all dedicated to copyright's Constitutional mission of "promot[ing] the progress of science and useful arts."¹

KEY ACCOMPLISHMENTS OVER THE PAST YEAR

The Copyright Office has achieved many noteworthy successes over the past year, and has fully restored on-site operations.

Registration and Recordation

The Office continues to effectively administer the national copyright registration and recordation systems. We have eliminated the backup of physical deposits caused by the pandemic and have markedly improved registration processing times: the average for examining all copyright claims stands at 2.7 months for the second half of fiscal 2022, and for fully electronic claims that do not require correspondence, the average is down to just 1.2 months.² While the pandemic temporarily impacted processing times for electronic applications with physical deposits as well as for paper applications, we have reduced these timeframes to an average of 6.5 months and 6.1 months, respectively. With respect to recordation, in fiscal 2022 the Office re-

¹ U.S. CONST. art. I, § 8, cl. 8.

² Registration processing times are posted at <https://copyright.gov/registration/docs/processing-times-faqs.pdf>. For the April 1 to September 30, 2022 timeframe, 81% of all registration claims were eService claims (online claims and electronic deposits); about 17% were deposit ticket claims (online claims with separately mailed physical deposit materials); and about 2% were mail claims (paper claim forms and physical deposits).

corded 14,714 documents containing titles of 1,165,653 works.³ Our online recordation pilot, opened to the general public in August 2022 now offers an alternative to the older paper-based process, and has shortened processing times from months to weeks.

Other Activities

The Office continued its longstanding roles of providing advice to Congress and the courts, and information to the public. In fiscal 2022, we launched the Copyright Claims Board (described below). We responded to numerous requests from Congress on topics ranging from music licensing issues to the effectiveness of copyright protection for press publishers, the feasibility and advisability of creating a deferred examination option for copyright registration, and technical measures used to identify or protect copyrighted works. We initiated a study on non-fungible tokens and intellectual property jointly with the U.S. Patent and Trademark Office. And after completing implementation of the Music Modernization Act (MMA) in 2021, we maintain an oversight role as directed by the statute and the legislative history, as well as engaging in education and outreach activities. The Office also provided legal advice and assistance across the government, including on litigation and international trade.

The Office maintained our effective stewardship of over \$1.2 billion in statutory licensing revenues as of the end of fiscal 2022. We also engaged in numerous outreach activities; in fiscal 2022, we hosted 47 public events and spoke at over 100 more, roughly double the prior year. The Office transferred 573,152 works with an estimated value of \$45 million to the Library collections. We hired our first ever Chief Economist and released a report on women authors' participation in the copyright system.

SIGNIFICANT ONGOING INITIATIVES

Below we highlight progress on two particularly important initiatives: IT continuous development and the Copyright Claims Board (CCB).

Continuous Development

Working with the Library of Congress's Office of the Chief Information Officer (OCIO), we have completed the fourth year of the appropriated five-year funding (fiscal 2019—2023) for modernization of our IT systems. The planned Enterprise Copyright System (ECS) includes major workstreams on recordation, public records, registration, and licensing.

Recordation.—Our new recordation system was the first ECS component to be released to the public, enabling electronic recordation of documents under section 205 of title 17. We are now incorporating user feedback to make iterative improvements as well as to build the functionality to process notices of termination. We anticipate the recordation component will move into continuous development in fiscal 2024.

Public Records.—Our second ECS application to be publicly released was a pilot for the new Copyright Public Records System (CPRS). This system provides an improved interface for our public records, along with advanced search functionality. We anticipate that this component too will move into continuous development in fiscal 2024.

Registration.—Registration is the most complex of the Office's services and there is a lot of public interest in the success of the ECS registration component. We have made considerable progress on both the external (public) and internal (staff) sides. With continued support, we aim to have the standard registration application in a limited pilot by the end of calendar 2024. We then hope to expand to group registrations and ultimately retire the legacy eCO system by the end of calendar 2026. We are working with OCIO to increase the resources devoted to registration, in order to attain the pace needed to achieve these goals.

Licensing.—The Office has been developing user experience design and initial automated workflows for licensing processes to replace outdated systems. We are focusing on migrating the statement of account examination process to ECS and migrating all royalty accounting processes to the Legislative Branch Financial Management System. The new licensing component will move into continuous development in spring 2024.

Historical Public Records.—As part of the Office's commitment to providing access to our historical records, we are digitizing print and microfilm records and making

³There are three primary types of documents that may be submitted for recordation: transfers of copyright ownership, other documents pertaining to a copyright, and notices of termination. The pilot and newly released system are currently focused on only the first category (section 205 documents).

them available online. This includes the card catalog,⁴ the Catalog of Copyright Entries (CCEs), and the record books. Digitization will be followed by metadata capture for searchability, with all records eventually available through the new CPRS. Considerable progress has been made this year with respect to the record books, which contain well over 26 million pages of records between 1870 and 1977. The first 500 books were digitized and published on the Library's website in February 2022,⁵ and now over 5,600 are available.

Warehouse Consolidation.—The Office has almost finished consolidating copyright deposit materials and other stored records from several geographically dispersed storage facilities into a single, modern facility in Landover, Maryland. This will allow us to provide faster location services, better tracking, and improved security.

Contact Center.—The Office's work to modernize call routing and reporting continued in fiscal 2022, with a contract to develop a state-of-the-art contact center awarded in September 2022 through the GSA Centers of Excellence program.

Launching the Copyright Claims Board

The groundbreaking copyright small claims tribunal, the CCB, opened its doors to the public on June 16, 2022.⁶ Within the tight statutory timeframe set by the CASE Act, we completed extensive regulatory work, hired the officers and other staff, and collaborated with other Library service units to prepare an electronic case management system (eCCB), virtual hearing facilities, and office space. As of March 15, 2023, over 380 claims have been filed and are now being processed, and we continue our efforts to inform and educate the public about the existence and operations of the CCB.

FUNDING AND FISCAL UPDATE TO 2024 BUDGET REQUEST

Current financial support for our modernization initiative, initially funded as part of the fiscal 2019 budget, continues through fiscal 2024. Additional support will be needed as the Office begins to maintain the ECS in order to avoid repeating the overhaul of severely outdated legacy systems.

For fiscal 2024, the Office requests an overall budget of \$103.1 million in funding and 481 full time employees (FTEs), of which \$45.6 million would be funded through offsetting fees collected in fiscal 2022 and prior years. Specifically, in conjunction with OCIO, we request \$7.220 million in additional fiscal 2024 funding to support software development and provide capacity for continuous development of ECS, including 16 FTEs. Thirteen of these would be used to convert current temporary OCIO employees to full-time staff; the other three would serve in the Copyright Office. Our requests are as follows:

- Basic Budget⁷: \$93.0 million and 448 FTEs, comprising \$38 million in offsetting fee collections (41%) and \$55 million (59%) in appropriated dollars. The request includes mandatory pay-related and price level increases of \$4.347 million, and one program increase of \$4.323 million for mission-critical Copyright Office Information Technology Continuous Development. The \$4.323 million request will provide essential investment and ongoing funding needed to develop, test, and integrate multiple ECS applications with related systems and ensure they are kept up-to-date. This shared program increase requires a total of \$7.220 million, \$4.323 million and 3 FTE for Copyright and \$2.897 million and 13 FTE for OCIO. Notably, the Office's portion of this request would be supported through sustained funding and is a minor increase in offsetting collections authority; it will not require an increase in appropriated funds.
- Licensing Division Budget⁸: \$6.9 million and 26 FTEs, all to be funded via filing and royalty fees. The requested increase is to cover mandatory pay-related and price level increases of \$0.327 million.

⁴ See <https://copyright.gov/vcc/>. The Office already digitized and made available online our physical card catalog, which is available in the Virtual Card Catalog (VCC), as well as the CCEs.

⁵ See U.S. Copyright, NewsNet 947, Copyright Office Launches Digitized Copyright Historical Record Books Collection (Feb. 7, 2022), <https://www.copyright.gov/newsnet/2022/947.html>. The scans are posted at <https://www.loc.gov/collections/copyright-historical-record-books-1870-to-1977/about-this-collection/>.

⁶ U.S. Copyright Office, NewsNet 969, Copyright Office Announces Claims Board Is Open for Filing, <https://www.copyright.gov/newsnet/2022/969.html>.

⁷ The Basic Budget funds most of the Office's operations and initiatives, including the majority of payroll-related expenses. Historically, this has been composed of a combination of appropriated dollars and authority to spend fee revenue, with fees constituting close to half of this budget.

⁸ The Licensing Budget is derived completely from collections of royalties payable to copyright owners and filing fees paid by cable and satellite licensees pursuant to statutory licenses.

—Copyright Royalty Judges Budget⁹: \$3.2 million and 7 FTEs, with \$0.2 million to support mandatory pay-related and price level increases. Of this total, royalties and participation fees offset \$0.603 million (for non-personnel-related expenses). The remainder, \$2.590 million in appropriated dollars, is to cover the personnel and other related expenses of the three judges and their staff.

The Copyright Office appreciates the Subcommittee's and Committee's continued support of our work to promote and improve the copyright system, including the critically important continuous development of the ECS to benefit all users.

PREPARED STATEMENT OF MARY B. MAZANEC, DIRECTOR, CONGRESSIONAL RESEARCH SERVICE

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee:

Thank you for the opportunity to present the fiscal 2024 budget request for the Congressional Research Service (CRS). I would also like to express my appreciation to the Committee for your support of our fiscal 2023 request.

With today's testimony, I outline CRS's budget requirements for fiscal 2024, including two proposed programmatic increases that will bolster the Service's analytic capabilities and enhance the level of service provided to Congress. In addition, I will provide an overview of several noteworthy CRS accomplishments in its support for Congress during fiscal 2022, and update you on the Service's progress on a number of our strategic initiatives.

FISCAL 2024 BUDGET REQUEST AND PROGRAM INCREASES

The CRS budget request for fiscal 2024 is 146.574 million dollars, an increase of 12.974 million dollars (or 9.7 percent) over the amount appropriated for fiscal 2023. The requested increase includes 7.71 million dollars for mandatory pay and price increases. The proposal also includes program increases of 5.264 million dollars to build analytical capacity for CRS's bill digesting services, to support the continued development of Congress.gov, and to enhance the Service's quantitative analysis capabilities. As in previous fiscal years, staff pay and benefits account for approximately 90 percent of the amount requested by CRS.

Increased Capacity for Bill Summaries and Congress.gov

As part of its proposed program increase, CRS is requesting 2.671 million dollars and 16 FTE to address a backlog of legislative summaries and to continue development of Congress.gov. The publication of bill summaries is a function mandated in CRS's authorizing statute and is a critical component of the searchable content on the Congress.gov website. Due to an increase in the volume of bills introduced, the growing complexity of legislative proposals, along with inadequate staff capacity within the Legislative Information Services (LIS) Bill Digesting team, there is a backlog of bills requiring summarization. At present, a single LIS analyst serves as the sole subject matter expert for a subject area and each analyst is responsible for multiple areas. This "one-deep" staffing configuration has proven problematic and is insufficient to keep pace with the rapid legislative activity occurring over the most recent Congresses.

Twelve (12) additional FTEs will allow CRS to create needed redundancies in subject area coverage to better respond to competing priorities and spikes in workload; to more efficiently distribute and manage the workload of incoming bills; and to improve the depth of expertise necessary to authoritatively analyze and summarize complex legislation proposed by the modern-day Congress. In requesting these new hires, CRS's objective is to remedy the existing backlog and improve the overall timeliness of bill summary publication.

In addition to addressing the backlog, CRS's request includes 4 FTEs to support the continuous development and day-to-day operation of Congress.gov. LIS staff work in close concert with congressional staff and the Library's OCIO on the modernization of congressional collections, formats, and capabilities for Congress.gov. The additional FTEs will be vital to sustain these enhancements as well as ensuring the day to day integrity of the Congress.gov system.

⁹Although the CRJ program is not part of the Office, we provide it with budget formulation and execution support on behalf of the Library. Appropriated funding supports payroll and partially funds non-pay expenses that are not funded by fees and royalty payments.

Quantitative Data Analysis Pilot

CRS's requested program increase for fiscal 2024 includes 3.080 million dollars and 2 NTE to pilot and enhance the Service's capability for quantitative data analysis and policy simulation. In the Joint Explanatory Statement accompanying the Consolidated Appropriations Act, 2023, Congress encouraged CRS "to explore ways to expand its ability to perform quantitative analysis of research data" and directed the Service to "engage with an external entity to produce a report detailing the feasibility of CRS engaging in the analysis and modeling of big data sets by highlighting the information technology infrastructure, staffing, and analytical support required to establish and maintain such a capability." This report language reflects the growing demand among Members and Committees for this type of analytical support from CRS. While CRS has conducted limited quantitative analysis and policy simulation to evaluate the effects of legislation, it lacks the capacity to provide this service on a broader scale. Enhancing this area would enable CRS to provide congressional requestors with a more granular perspective of the impact of legislative proposals on various demographic groups, as well as the interaction of such policies with other programs.

CRS would utilize 2.593 million dollars of the requested amount to contract personnel (data scientists, programmers, and digital interface designers) to process data and maintain simulation models in a cloud computing environment. The funds would also be used to invest in the software, data sets, and infrastructure required to perform and maintain the data analysis and policy simulations. An additional 487 thousand dollars is requested for OCIO to hire 2 NTE to design, support and implement systems, and to contract for IT security services. The entire 3.080 million dollars requested for this pilot will non-recur in fiscal 2028.

SERVICE TO CONGRESS

As in previous years, CRS provided support to almost every Member and Committee office. In fiscal 2022, CRS experts responded to over 73,000 congressional requests; prepared nearly 1,100 new products; updated over 1,900 existing products; and conducted 264 seminars that were attended by approximately 10,000 congressional participants. In addition, CRS information specialists completed over 200 Geographical Information System (GIS) projects. The Service also produced 86 videos and podcasts featuring discussions by CRS analysts and legislative attorneys covering a myriad of topics including: defense and intelligence; homeland security and emergency management; science and technology; and healthcare.

CRS supported Congress during every stage of the legislative process and across a range of issues including China's global ambitions, policies and activities; border security; climate change; cybersecurity; constitutional law, international trade and finance, and the conflict in Ukraine. CRS experts worked closely with Congress on issues presented in the Inflation Reduction Act of 2022, the CHIPS and Science Act, the Bipartisan Safer Communities Act, and the National Defense Authorization Act for Fiscal Year 2023.

STRATEGIC INITIATIVES

CRS is committed to achieving the goals and objectives included in its 2019–2023 Directional Plan. In addition, the Service is developing its next Directional Plan (FY2024–2028) in coordination with the Library's strategic planning effort. CRS's priorities for fiscal 2024 include execution of the Continuing Legal Education Forum (CLEF); continuing to work with OCIO to modernize its IT infrastructure; and strengthening the diversity and inclusiveness of the CRS workforce and working environment. Of course, CRS's primary focus will remain the efficient delivery of its core products and services to support the 118th Congress. The following is a summary of the Service's progress during fiscal 2022 in advancing key initiatives.

IT Modernization/Integrated Research and Information Systems (IRIS)

The Integrated Research and Information System (IRIS) initiative is a multi-year effort to update the Service's mission-specific information technology to enable CRS staff to create and deliver products and services to Congress. During fiscal 2022 CRS, in collaboration with LC OCIO, continued several major work streams including Authoring System; Content Management; CRS.gov website redesign; as well as the Text Analysis Program (TAP), CRS's legislative analysis application. The selected solutions align with the Library's technical roadmap and Legislative Branch cloud strategies. Solutions are developed using an agile framework, permitting stakeholders to incrementally validate the solution during the development phase, ensuring the delivered product meets all defined requirements. Solutions are informed by both internal CRS staff as well as our congressional stakeholders. These

efforts are essential to modernizing CRS mission critical applications to achieve the Library's "digital first" strategy and meet the evolving needs of Congress. CRS anticipates releasing both the Authoring and Document Management solution as well as the TAP solution into production in fiscal 2023.

(CONAN) Modernization

Known officially as the "Constitution of the United States of America: Analysis and Interpretation," CONAN serves as the official record of the U.S. Constitution for Congress. In 2019, CRS collaborated with OCIO and the Law Library to introduce a new website for CONAN: constitution.congress.gov. The new site features hundreds of pages of updated constitutional analysis and content. Since the launch of the public website in 2019, CONAN has received over fourteen million unique visitors to the site and its pages have been viewed over thirty-five million times. During fiscal 2022, CRS legislative attorneys continued to provide comprehensive analysis of the Supreme Court's jurisprudence as it relates to every provision of the U.S. Constitution, including the implications of recently decided cases. To make CONAN more accessible to online users, new and existing content has been drafted and revised in the form of short, granular essays that focus on specific, discrete topics. CRS legal experts have also been preparing the print decennial 2022 edition of CONAN. Covering Supreme Court interpretations of the Constitution through the Court's October 2021 term, the decennial 2022 edition features a revised format designed to integrate the print version of CONAN with its digital counterpart.

Recruitment and Retention of a Diverse and Productive Workforce

CRS continues to recruit, retain, and professionally develop a diverse, highly skilled workforce. Specific goals for diversity and inclusion are identified in the CRS Operations Plan around recruitment, training, and communications. Updates on diversity and inclusion efforts are communicated to staff from leadership, in CRS's staff newsletter, and its newly developed internal Diversity and Inclusion website.

The Service has developed and executed a recruitment plan for merit selection positions that includes outreach to potential applicants from underrepresented groups. During fiscal 2022, CRS participated in over 30 recruitment events many of which were sponsored by minority-serving institutions with a focus on underrepresented groups and has participated in 8 events thus far in fiscal 2023. The Service also supported a variety of paid summer internships through the Student Diversity and Inclusion Internship Program. In fiscal 2022, CRS completed its capstone project with Texas A&M University's Bush School of Government to research strategies for improving the recruitment and retention of a diverse workforce. CRS is in the process of reviewing and implementing the capstone recommendations. Additionally, CRS is actively engaged with other Library offices to conduct a barrier analysis focused on the CRS workforce.

CRS hosted a number of programs for staff that were aimed at fostering a more inclusive and respectful workplace including "Leaving the Door Open for Inclusion;" "Generational Diversity;" and "Anti-Harassment Training." In addition, the Service continues to offer training opportunities for leadership, writing, and presentation skills and has developed customized statistics and data training courses to support professional development.

Knowledge Management

CRS is developing and implementing strategies to capture and preserve the institutional knowledge that it relies on to provide exceptional service to Congress. The Service utilizes its Research Portal as a hub for digital resources for quick and easy access to information needed to research and analyze legislative issues. The Research Portal was particularly useful during the COVID-19 pandemic when most CRS staff were working remotely, and its utility has continued since the resumption of onsite operations. By the end of fiscal 2022, four additional sites were added to bring the total number of collections on the Portal to 46. In addition, CRS continued to capture and transfer tacit knowledge held by senior analysts, attorneys, and information professionals. Activities to facilitate the sharing of information, knowledge, and best practices have enabled new staff to learn from the experience of their colleagues. The Service also continued to implement its information resource instructional program, which provides staff with best practices on training techniques such as adult learning and virtual instruction, to enrich the learning experience of congressional patrons.

Congress.gov

CRS partnered with OCIO to actively engage with the House Clerk and Secretary of the Senate data partners to modernize legislative data interchanges. Targeted to be completed by the end of fiscal 2023, replacing legacy data processing workflows

with new data interchanges will better safeguard congressional data and enable potential future enhancements. Fiscal 2022 enhancements to Congress.gov that have improved access to accurate and timely legislative information include: the release of the beta Application Programming Interface (API) that enables direct access to structured Congress.gov legislative and congressional data; and customizable data elements for downloading, as well as increasing the download limit to 5,000 rows from 1,000. Additional enhancements included automated appropriations measure searches by specific fiscal years and an alerts capability available for appropriations measures considered by Congress. CRS and its Library colleagues continue to be appreciative of the ongoing high-performing partnerships with House, Senate, and GPO colleagues as legislative data workflows, tools, and standards continue to be modernized through collaborative efforts.

CONCLUSION

Mr. Chairman, Ranking Member Fischer, and Members of the Subcommittee, the requested budget resources reflect CRS's ongoing commitment to meet the important responsibility that Congress has entrusted to it and to do so as comprehensively and efficiently as possible. On behalf of my colleagues at CRS, I would like to thank the Committee for your support and consideration of our fiscal 2024 request.

Senator REED. Thank you, Dr. Hayden. Acting Architect Rexroat, please.

ARCHITECT OF THE CAPITOL

STATEMENT OF CHERE REXROAT, ACTING ARCHITECT OF THE CAPITOL, ARCHITECT OF THE CAPITOL

Ms. REXROAT. Thank you, Chairman. Thank you, Chairman Reed, and Ranking Member Fischer, and Members of the subcommittee. Thank you for the opportunity to provide testimony in the Architect of the Capitol's fiscal year 2024 budget request. I am pleased to be here alongside Dr. Hayden.

Working together, we continue to align our efforts by reflecting shared priorities. I would also like to thank and acknowledge my coworkers, colleagues, and dedicated employees who work diligently every day to support the functions of Congress, the Supreme Court, and the Library.

I am proud to have served with the agency in various roles over the last 5 years. Since assuming this new role, I have used this first month to meet with subcommittees' clerks, Rules Committee staff, and House stakeholders. In order to learn more about key initiatives and identify areas of concern, I am now taking all this information into account to continue a plan and formulate a plan for the future, including recommendations.

The AOC's \$1.28 billion fiscal year 2024 budget request is focused on three key priorities, security, safety, and accountability. Security remains the agency's top budgetary requirement. With this recommendation and support of this subcommittee, the AOC has made significant progress—progress to improve the security posture across campus.

While some of these security changes are more visible than others, we will continue to balance and maintain the critical physical infrastructure while remaining prepared to respond rapidly to new developments.

Safety is another significant priority. Across the agency we dedicate time and attention to safety training, processes, procedures, and operations. This budget request recognizes these essential

measures with a focused effort to avoid hazards, risks, and interruptions.

The third key budgetary priority is accountability, fiscal accountability, especially as it relates to the overall AOC culture and corresponding cultural change as stewards of the taxpayer dollars.

Our current organizational framework is a siloed organization. The structure is antiquated, sluggish, and rigid. It has not kept up with the current industry practices and has not set consistent standards, policies, or procedures causing inequities in application, thus impacting agency morale.

For example, the inconsistent application of policy across the agency is the norm. This inconsistency has resulted in the lack of accountability seen over the past few years, and if not solved now, will remain the standard business-as-usual practice.

Serving as a Chief Architect, I am very familiar with the AOC's project management processes. We have traditionally managed our programs through a design, bid, then build environment, prompting the completion of one step before starting another.

This process causes inefficiencies through duplication of efforts, lack of clarity of roles and responsibilities, leading to unbalanced workload assignments, thereby causing delays in project development, leading to redesign, scope creep, and modifications. This, coupled with the ongoing economic and labor challenges, has resulted in what we have seen as increased costs.

To keep up with the current standards of practice, the AOC needs to realign operational functions in order to streamline management for a more collaborative matrixed organization. Ultimately, we have to change how we operate to improve our processes and procedures for the timeliness of responses to speak as one AOC with one voice.

For the agency to succeed moving forward, we owe it to each other, our employees, taxpayer, and the future of the AOC to make these changes now. So, I thank you and ask for your support as we continue to transform and modernize the agency.

Chairman Reed, Ranking Member Fischer, and Members of the subcommittee, thank you again for supporting the Architect of the Capitol's request for the fiscal year 2024 budget.

[The statement follows:]

PREPARED STATEMENT OF CHERE REXROAT, ACTING ARCHITECT & CHIEF ENGINEER,
ARCHITECT OF THE CAPITOL

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee, thank you for the opportunity to present the Fiscal Year (FY) 2024 budget for the Architect of the Capitol (AOC). We are committed to working closely with you, your staff, and the Senate Committee on Rules & Administration (Rules) to ensure that the AOC meets the needs and expectations of the Senate community.

We are truly grateful for the agency's hard-working, mission-focused employees who get the job done every day in order to support the functions of Congress, the Supreme Court and the Library of Congress (Library).

Serving as the Acting Architect over this past month has been a privilege. I began my tenure by meeting with Committee staff to understand their concerns, issues, and priorities. I have also met with AOC staff to reestablish trust and confidence in leadership and ensure they know they are valued for their excellent work. I am personally committed to open and timely communication to be transparent and accountable, guaranteeing coordination with this Subcommittee, Congress, and internal entities, such as the AOC Inspector General.

I joined the AOC in 2018 serving as the Deputy Chief Engineer and became the Chief Engineer in July 2022. The Office of the Chief Engineer's (OCE) mission is

to provide consolidated services across the AOC for safe and efficient project delivery to include maintenance of critical infrastructure. OCE is predominantly known for planning, programming, design, acquisition, and execution of the agency's major construction projects, listed in the budget submission as the line-item construction program (LICP).

The AOC's top priorities for the FY 2024 budget are security, safety and accountability.

I. OVERVIEW

The AOC supports the day-to-day operations of Congress, the Supreme Court and the Library. Every day, more than 2,400 AOC employees are responsible for preserving and maintaining more than 18.4 million square feet of facilities, 570 acres of grounds and thousands of works of art. Around the clock, our team is committed to ensuring these historic buildings and aging infrastructure are preserved for the benefit of future generations. At the same time, we are working tirelessly to upgrade our capabilities and facilities to meet current needs.

The FY 2024 budget request of \$1.128 billion represents a 14.5 percent decrease from the FY 2023 enacted appropriation. The requested funding supports critical program investments in physical security, safety and facility management priorities. The FY 2024 request also includes funding for major special events that require significant planning, coordination and resources, such as the next Presidential inauguration.

II. PRIORITIZING PHYSICAL SECURITY & SAFETY

Physical security and safety are top priorities. With the support of this Committee, the AOC has made significant progress in improving the security posture across campus. The AOC continues to take steps to address projects prioritized in the comprehensive physical security assessment completed last year. As part of this process, the AOC is on track to implement consistent security standards across the Capitol campus. The FY 2024 budget request reflects the ongoing coordinated approach for projects, including repairing and replacing security kiosks, vehicle barriers and other protective measures throughout the Capitol campus. Moreover, in coordination with the United States Capitol Police (USCP), and the Senate and House Sergeant at Arms, the AOC stands ready to respond to emerging requirements.

The overall safety of the AOC workforce, as well as everyone who works or visits here, is another significant priority. Across the agency, we continue to dedicate time and attention to training, procedures and supervision to ensure our workforce operates safely. This budget request addresses important areas of need, including fire alarm system upgrades, code deficiencies and system failure risks. One example of aging utility infrastructure is deteriorating concrete and piping components supporting the campus. These components demand immediate attention to avoid service interruptions or failures.

III. SUPPORTING THE SENATE COMMUNITY

The AOC's FY 2024 budget request contains significant priorities for the Senate office buildings and Senate operations. The AOC plans to address necessary repairs and improvements for committee hearing rooms, elevators and air handling units.

The AOC has commenced a long-term program to renovate 32 committee hearing rooms throughout the Senate office buildings. These renovations aim to improve technology and accessibility while prioritizing historic preservation. The requested funding supports the completion of two hearing rooms each year.

This request proposes a multi-year program to refurbish and modernize 46 elevators and associated elevator machine rooms in all Senate buildings. The elevators require full refurbishment every 15 to 20 years, and the AOC has proposed a schedule to refurbish the elevators to meet safety and code standards with minimized disruption to regular operations.

In addition, the AOC will focus on several projects in the Hart Senate Office Building. One ongoing effort relates to the refurbishment of the air handling units. Originally installed in 1982, the units are nearing the end of their operational life, and the FY 2024 budget request will support the second phase of this construction project.

AOC's funding request covers the second year of a multi-year program to renovate Senate food service operations. The Senate jurisdiction oversees nine food service facilities in the Senate office buildings and on the Senate side of the U.S. Capitol Building, which include vending and catering services on the Senate side of the Capitol campus. In addition, as requested by this Committee and Rules, the AOC has

proposed a renovation program to transform current food service outlets into a dining experience reflecting the history and traditions of the United States Senate.

The AOC will continue the Senate Recycling Program, reducing single-use plastics and advancing waste management in Senate facilities as part of ongoing maintenance and process improvement. In FY 2022, over 426 tons of non-construction waste was recycled through the AOC's program, including 231 tons of paper and cardboard; 60 tons of pre-consumer compostable materials and cooking oil; 11 tons of mixed plastic, metal and glass containers; and 5.5 tons of used toner cartridges and electronic waste. Beyond existing measures, the AOC continues to further evaluate strategies to reduce single-use plastics and expand sustainable measures.

Finally, as part of an ongoing collaboration with the Senate Sergeant at Arms, the FY 2024 request also includes a comprehensive building renovation at the Daniel Webster Page Residence to improve the building's functionality and accessibility.

IV. MODERN MANAGEMENT OF AGING INFRASTRUCTURE

Aging facilities and infrastructure present a variety of issues and concerns. The past 3 years have only compounded many of these concerns, as supply chain shortages, raw material cost increases and the competition for skilled laborers have increased the difficulty of addressing existing deficiencies. Across the board, the AOC's funding request supports facility management and addresses an array of essential issues, including roof replacement and installation of emergency generators.

Implementing an asset management system allows us to prioritize work through data-driven decisions. As we continue to develop our asset management system, we will promote proactive maintenance-based strategies. This program provides a disciplined, consistent approach to annual inspections based on the average lifecycle of key infrastructure elements. With this approach, the AOC will develop a long-term strategy to address existing backlogs and the associated costs of deferred maintenance requirements.

The AOC also remains focused on comprehensive planning for the entire campus, taking into consideration immediate and long-term needs. With the Committee's support, this forward-looking plan and accompanying recommendations will set forth a robust approach for future generations.

Over the past year, our staff has been delighted to welcome back the public to the Capitol Visitor Center (CVC) and the U.S. Botanic Garden (Garden). Already during FY 2023, the CVC has hosted over 360,000 visitors, and with this Committee's support, the redesigned Exhibition Hall has welcomed hundreds of enthusiastic students. This innovative space provides a series of new interactive experiences sharing the story of the U.S. Capitol and the legislative process. In addition, the new Democracy Lab provides a hands-on educational area with an array of activities for both the young and the young-at-heart, and staff offer on-site and online educational programs. Also, in FY 2023, AOC websites, including the sites maintained by the CVC and the Garden, have recorded more than 1.3 million visitors and nearly 3.5 million pageviews.

V. RECOGNIZING EMPLOYEE ACCOMPLISHMENTS & MEETING MISSION REQUIREMENTS

The AOC remains focused on initiatives to improve employee morale. For example, the AOC is expanding training programs at all levels of the workforce. Every AOC employee can work with their supervisor on professional development plans and training opportunities. In addition, the agency's Chief Security Officer is leading implementation of emergency management and resiliency training.

As the AOC strives to meet its strategic benchmarks on hiring and retention, we remain focused on ensuring that we have the appropriate training and resources our employees need to be successful. Most of our workforce is required to be on-site to perform their roles and responsibilities. At the same time, certain functions can be performed off-site and, as appropriate, we have implemented standardized government telework agreements that support our continuous and uninterrupted ability to serve and respond from anywhere, any time.

To ensure that the AOC continues to attract and retain an exceptional workforce in the years ahead, we are also expanding outreach to educational institutions across the U.S. In just a few months, the AOC will welcome eight new apprentices who will be working throughout the agency with experienced mentors. Through this program and other training initiatives, the AOC is preparing to carry on the traditions of unique craftsmanship and ingenuity needed to work behind the scenes to support Congress, the Supreme Court and the Library.

CONCLUSION

On behalf of our dedicated public servants who carry out the mission every day, I appreciate the support provided by this Committee. Your support has been essential to our daily operations, sustained recruitment and retention efforts, and strengthened collaboration with Congress, the Supreme Court, the Library, USCP, and Senate and House Sergeant at Arms.

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee, thank you for your time and support in consideration of the AOC's FY 2024 budget request.

LIBRARY OF CONGRESS' STRATEGIC PLAN

Senator REED. Thank you very much, Acting Architect. Dr. Hayden, as we have talked about it, the Library of Congress has recently completed its prior 5-year strategic plan and recently initiated a new plan that further expands on your efforts to modernize the Library. And can you give us an idea of how the goals of the previous plan were achieved, or met, or not met?

Dr. HAYDEN. We are in the final year of our current 5-year strategic plan. The title of the plan and the guiding force is enhancing the Library experience, and that is in-person and in the digital realm as well.

We have had four basic goals, expand access, enhance services, optimize our resources, and measure impact. Modernization has been at the heart of all of those efforts. We have had great success in modernizing many of our IT systems and working toward that as possible.

We expanded our digital scan center, completed Fort Meade Module 6, continued work on the visitor experience in the Thomas Jefferson Building, and we have started this past summer on the next strategic plan, and it will be ready by October 1 of 2023. It will carry us from fiscal year 2024 to 2028, and it builds on the current plan to maintain a user-centered focus.

Our digital strategy is what will be different with the new plan as it will be incorporated into the larger strategic plan, and that was a major step, because now as our CIO says, technology and digital is baked into everything we do. And so having that now be part of all of our efforts will be quite remarkable for us.

LIBRARY'S FISCAL 2024 BUDGET REQUEST

Senator REED. Well, thank you very much. And in your fiscal year 2024 budget request, how does it—you can pick out some highlights of how it further is your strategic plan, both the one that is being completed and the one that will emerge.

Dr. HAYDEN. Well, when you look at the fiscal year 2024 request and the crucial part of expanding the access for all of our users and whatever unit we have, the copyright continuous development of the copyright system for all of its users and stakeholders will be key.

We have made great progress so far, and we really are heartened by the fact that we will be able to continue that. Also, the National Library for the Blind and the Print Disabled, the continuous development there.

They have had great success with introducing new braille e-readers. The response has been phenomenal, as they have said, and

really working on that. Expanding our access to, I would say, vulnerable users who really need to have the latest technology.

So one of the requests was specific to that. And so, the request to also strengthen our service to Congress directly will also be something that we are looking at, optimizing and enhancing services.

Senator REED. Well, thank you very much, doctor. Acting Architect Rexroat, the Architect of the Capitol is a very dynamic agency. It faces many challenges, security, historic preservation, requests from Senators and representatives, etcetera.

And as I mentioned in my opening statement, many people have indicated to me that the programmatic practice and leadership structure need to be reformed. And since taking over as the Acting Architect, what observations can you share with us about the operation and leadership of the organization?

Ms. REXROAT. Thank you, sir, for the question. The observations that I have seen to date, again as I noted in my opening statement, are the unequitable application of policies. We find that the policies and procedures, because we were siloed, the jurisdictions were siloed, that they applied them differently.

So now is trying to be one AOC. The main focus for the future is going to be make sure that we apply those equitably across the board. We also found that with that silo that we get piecemeal of information. What may happen in one jurisdiction may not be the same for the other jurisdictions.

So, if we can get those synergies back together, that would help as well. And then, of course, differing priorities. We know, as you noted, that there are different priorities that come about, and it is a matter of getting those expectations aligned and making sure that we are addressing those as needed.

So, sir, I hope that answers your question.

Senator REED. Indeed. Have you experienced any obstacles as you have stepped in? I mean, this has to be ultimately a cooperative, collegial effort in which, you know, mutual support and mutual effort are critical. Have you got that support?

Ms. REXROAT. At this point in time, sir, it is still to be determined. I will say that I have had the pleasure of meeting with the Rules Committees, the subcommittees, and some of the major stakeholders.

It has been my pleasure to be able to hear from them with their priorities are. Now I need to take those priorities back to my leadership so that we are in alignment moving forward. Some of the other obstacles, as you are aware of, or at least have been out there for the last few years is our hiring processes.

That alignment also has to do with our management practices as well, making sure that we take care of those. And then, of course, succession planning. Make sure we have a left and right seat, right, so that if there is a gap in leadership, that we have the coverage that we need.

Senator REED. Right. And one of the problems that we have all addressed here is scoping these projects. We always end up realizing that they weren't scoped properly, they are more expensive, they are more complicated, etcetera. You have addressed that in

your statement and I know you will address it in action, too. With that, let me recognize the Ranking Member.

CONGRESSIONAL RESEARCH SERVICE BUDGET REQUEST

Senator FISCHER. Thank you, Mr. Chairman. Dr. Hayden, I see that you are seeking about a 10 percent increase for the Congressional Research Service. There is a demand for their work, obviously, and that demand grows.

The request includes additional funding for new information products for congress.gov and a new data analysis pilot program. You have mentioned that briefly in your opening comments and I would like to hear more about it.

Can you explain how the request will improve congress.gov to provide the public with greater transparency into Congress's work? And how will the proposed data pilot program enhance the CRS's ability to provide Congress with greater quantitative research analysis?

CRS DATA ANALYSIS REQUEST

Dr. HAYDEN. Thank you for that, because the request for the data analysis pilot is directly a result of a feasibility study that Congress requested, and to help CRS determine what its capacity is, what it needs to help with big data sets and that research.

The feasibility study was completed and recommended the pilot, and the request that is in this year is for the pilot. It could be very exciting because it will take us into different types of things like data modeling and project software and cloud computing and all of these tools.

But it is something that there is additional Congressional interest and need for being able to have CRS help with those types of requests. And then the bill summaries and the congress.gov enhancement. Right now, we are able to, for instance, every three weeks, add new features to congress.gov.

And so being able to increase the timeliness of responses with congress.gov as well will help. The estimate is a 40 percent enhancement in timelines, and that is really something when you think about it.

Senator FISCHER. When they made the estimate on that, on the feasibility study, did they take into account certain percentage for the growth increase that we are seeing? Congress is requesting a lot from CRS now, and is that going to be considered, that increase in the time required to get reports back?

Dr. HAYDEN. Yes.

Senator FISCHER. It is all exciting.

Dr. HAYDEN. It is something because we want to be able to give Congress the most timely, most efficient service. You have your own special forces and we are your research arm.

Senator FISCHER. And we appreciate that.

Dr. HAYDEN. You being able to have the latest tools, the latest types of things, really, I think would enhance. And so these efforts are dedicated to making sure that Congress has the most up to date and sometimes cutting edge.

Senator FISCHER. Great. Thank you. Ms. Rexroat, I am aware that there is a significant number of deferred maintenance needs

across the Capitol campus, but I see in the fiscal year 2024 budget request, it is going to fund an additional 50 full time staff, as well as prioritize other operating budget increases.

Given the scale of the backlog that we see here, can you explain why you prioritize the operational costs, and how the agency—how you figure out how to balance those operational costs and major construction costs when you are budget forecasting? How do you do that?

Ms. REXROAT. Thank you, Senator. That is a very good question. I am looking into that right now and trying to digest the most of it as sitting in the seat. So, I will be happy to get back with you on that.

I know that it is weighed against what we can—what the projects are, and then, of course, what we can support with resources against those projects themselves. So, the staffing to make sure that we are able to execute.

Senator FISCHER. Okay. When you get back to us, could you let me know how the AOC tracks its deferred maintenance backlog as well?

Ms. REXROAT. Yes, of course.

LIBRARY'S REQUEST AND STRATEGIC VISION

Senator FISCHER. Thank you very much. Appreciate that. Dr. Hayden, a key aspect in the Library's strategic plan is expanding Americans' access to all of the Library's resources. How does the Library's fiscal year 2024 request align with that strategic vision, and what are the primary initiatives the request would fund so that we can enhance every American's access to the Library?

Dr. HAYDEN. I will start with the National Library for the Blind and Print Disabled, and the new devices and the efforts to establish continuous development for that user group. And it was part of the previous strategic plan and now is a vital part of what we know will be an increased need with the expansion of the eligibility of people who can use NLS services.

People who have dyslexia, for instance, and a generational shift, whether they are going to be coming to us with their own devices and being able to respond to that. And so, the request this year will facilitate and establish that.

And also, with the copyright system and continuing the development to get to the most important part of copyright system, the registration system. We have a very active public advisory committee that is very anxious that we continue that.

And also, CRS and support for Congress. So, there are different users. Congress first and the people Congress serves.

Senator FISCHER. When you say that the—when Americans come in with their own devices, are you talking about computers or—

Dr. HAYDEN. Different devices so they can download from the cloud—

Senator FISCHER. So, you will make it compatible with any device that comes in, or—?

Dr. HAYDEN. That is the challenge—

Senator FISCHER [continuing]. At least to try to adapt to it?

CONTINUOUS DEVELOPMENT OF LIBRARY TECHNOLOGY

Dr. HAYDEN. And the adapting. You really hit on the continuous development part, and so you will see that term used with all of our technology efforts that we are shifting.

We want to establish systems that can change as technology changes and I know personally, the tech changes quickly and we will have to be—another part of that, though, you will see in our efforts that we are very concerned as we increase access through technology, that our cybersecurity is and continues to be a major focus and strengthened.

Senator FISCHER. Thank you very much. Thank you, Mr. Chair.

Senator REED. Thank you, Senator Fischer. Ms. Rexroat, let me resume where I stopped, which is basically this issue of scoping, of course, estimation seems to be inadequate because of cost overruns. So, what do you believe are the issues within the AOC that preclude the agency from doing accurate project scoping cost estimations and timelines?

Ms. REXROAT. Initial, sir, response has to do with the planning. We have to start with our planning processes and make sure that we get the scopes identified clear and upfront. If we can't do that, then we are just tracing the scope as the project continues to move.

So, I will be happy to get back to you with some more information on that, but I know we have to look at our initial planning processes in order to get it cleared down the line.

Senator REED. Now, as Chief Engineer, prior to becoming the Acting Architect, will you take any steps to try to improve this process?

Ms. REXROAT. Yes, sir.

Senator REED. Could you allude to those?

Ms. REXROAT. Sure. I had taken the same approach with being the Chief Engineer here and started with some initial observations. With those observations, I did find that, again, we were siloed and we had a little bit more of a stop, start, stop, start process.

With that in mind, we were taking a look at how we could get more of a matrixed organization. Once a team is initially identified that team then stays on the project from the very beginning all the way through the end, cradle to grave, as you have heard. That way we get the continuity of ownership.

We get the continuity of what happened on the project and how the project was initially planned, scoped, and outlined. Along with that change, I also was taking a look at a project controls branch, which would then come in and be my quality control, quality assurance arm of the OCE. Therefore, we had checks and balances along with that team structure.

Senator REED. Now, are there any issues regarding contracting? Because I would presume that you would have to engage contractors, subcontractors, etcetera.

Ms. REXROAT. Contracting does currently fall under OCE, so we have had them in the mix through the entire process and will continue to have them as we develop the new changes moving forward.

Senator REED. And what resources or other support do you believe you need in order to correct these factors long term? And is it reflected in this budget?

Ms. REXROAT. It is, sir, to some degree. We have been asking for staff over the past few budget cycles with regards to management, project management, and construction management. It has been a challenge.

We did stay, completely opened and our projects did stay operational throughout the entire pandemic. There is a lot of competition within the metro area for qualified managers and construction managers, so we have that resource to contend with.

But knowing that we can continue to get our projects outlined and identify upfront early, we will be able to take a look at what the staffing requirements are for projects versus trying to do them after the fact.

LIBRARY RECRUITMENT AND STAFFING

Senator REED. Thank you very much. And Dr. Hayden, one of the issues that seems to be everywhere is the difficulty of securing talented, qualified personnel to fill the ranks. You are asking for additional FTEs, and the question is, can you fill them, etcetera.

Every business I go to, and I think Senator Fischer has the same experience, we can't find the workers—we can't find good workers.

This morning we had the Army, the Navy, and Air Force about recruiting and surprise, they are having a very challenging time finding recruits. So, can you comment upon your ability to recruit and retain the highest quality?

Dr. HAYDEN. In our fiscal year 2024 budget request, we are asking for support to help with contract specialists. That is one of the areas that has been identified throughout the government.

We are working on trying to help keep our staff - in a number of ways. We opened our vacancy announcements and are continuing. When we revised our telework policy, we found that it is also something that helps in terms of recruitment, and diversity, and being able to do that.

And also looking at more outreach to organizations and events that might help us with recruitment. But that is a definite problem that we share. There are other positions besides the contracting that are difficult.

Attorneys with foreign legal specialties, our law Library is the largest in the world, and specifically supports Congress as well, and finding people who have those types of skills, especially in foreign language, is very difficult.

So, we have to find ways that we can make our positions attractive, but also do the technical things to get them here.

Senator REED. Well, please keep us apprized, both of you, of this issue of qualified workers, finding them, keeping them because it is critical to the success of both your agencies. Senator Fischer, please.

Senator FISCHER. Thank you, Mr. Chair. Ms. Rexroat, recently we have seen the misuse of government resources at the highest level of the agency, and it has been a point of public discussion. It is important that the American people understand that the AOC is a financial steward of those resources that they receive.

What does your organization need for better internal controls, and does this budget reflect that priority? Have you had those discussions? Are you ready to, you know, figure out how to get a han-

dle on things, what needs to happen, and more importantly, how can we help?

Ms. REXROAT. Thank you very much for that. Yes, ma'am, I am taking a look into that. As I noted earlier, we have found that with the silos, there has been definitely disparate application of how policies and which, of course, have led to some of the challenges we have seen over the past few years.

I am looking into that, and my goal is to make sure that we get those into alignment, to have greater accountability, equitability across the whole agency, and ensure that the staff and the supervisors know what is the correct path forward.

So, with that in mind, yes, absolutely. I am taking a look at that and look forward to your support with that. We will need it.

Senator FISCHER. Are you looking just within the agency? Are you asking for any outside consultation to come in and be able to offer suggestions as well to, you know, go through an analysis of the agency, or do you want to keep it in the agency? Where are you at this point?

Ms. REXROAT. Sorry to interrupt, but yes, I have broached that option. I do want to put all the options on the table in order to see what can best serve the agency moving forward, and that option is out there.

I am working through right now the scope and, of course, the financial requirements in order to get that done. But it is an option that is under consideration and on the table.

Senator FISCHER. Well, thank you very much for stepping forward to address it. I know you understand it.

Ms. REXROAT. Thank you, ma'am.

VETERANS HISTORY PROJECT

Senator FISCHER. Dr. Hayden, as I mentioned in my opening comments about the Veterans History Project, I personally had a wonderful experience with that, and I know that we all share the goal of ensuring that the program has the resources that it needs so it can continue to be a success.

Could you walk us through the projects and digitization efforts of the material that has already been collected? I mean, I would imagine you have a lot of material there. You know, how do you plan to do that, and can it be done in a fairly timely manner, or is this something that is going to take a long period of time? And then how do you hope to reach more veterans to tell their story?

Dr. HAYDEN. The veteran's history website was recently updated and it is the first time in about 20 years. And so that—in terms of being able to attract more people, we had 3 million visitors to the website just last year, and we have 114,000 collections that are available.

That includes also our ability to work with Gold Star families, and that has really expanded our reach as well. We were able to work with over 50 congressional offices. Members were able to do videos and put them on their websites, and really, as you know, do workshops virtually.

And we are working with our IT systems to make sure that people in the future will be able to use the latest digital tools to send materials to us, the recordings. And we see that that aspect, be-

yond the workshops that we give and we have all types of programming, and we have been doing quite a bit of that and did a lot during the pandemic, in fact.

But being able to make it easier for people to send in materials. And our Folklife Center has a program called Paprika, like the spice, we have invested quite a bit in terms of making that technology easier so that we can ingest different types of digital input. We would love to give you a kind of a briefing on that. We have our Chief Information Officer, Judith Conklin.

And I just want to take this opportunity to express our appreciation for her. She is a certified cyber security expert. She is a veteran herself. She left as a Major and she is here behind me. We are so proud because she has just won, for the second time, an award for Federal workers for her efforts in cyber security.

So, all of the things, when we talk digital, when we talk technology, we are led by Judith Conklin.

Senator FISCHER. Thank you. Congratulations, ma'am, on your award.

Ms. CONKLIN. Thank you.

Senator FISCHER. And thank you for the work that you do. Ms. Rexroat, we are seeing more visitors come. You know, March, we have seen a huge uptick in the number of visitors to the Capitol.

We have a lot of folks coming out to meet with us, but also to learn more about Washington D.C., the history that is here, and all that it offers. And so, I want to acknowledge the CDCs staff, along with the Capitol Police officers.

They have helped to open the Capitol campus. But how is the AOC managing the influx? Is there anything from an appropriations perspective that we can provide to make that experience for our friends and neighbors even better?

Ms. REXROAT. Thank you, ma'am. From my understanding right now, the answer is I think we have got what we need. But I will definitely check back and make sure that that is the truth.

Senator FISCHER. Yes.

Ms. REXROAT. I will find out for you.

Senator FISCHER. Thank you very much. Thank you, Mr. Chair.

CHAIRMEN'S CLOSING REMARKS

Senator REED. Well, thank you both, not only for your testimony, but for your service. And I just have one final question. Major Conklin, is that Major in the United States Army?

Ms. CONKLIN. Yes.

Senator REED. Well, bravo. I really—I mean, I applaud you, and I am not surprised either. Thank you for your work. And thank you for the work from all your colleagues at the Library of Congress and also the architect of the counsel's office.

This concludes the Legislative Branch Appropriations subcommittee hearing regarding fiscal year 2024 funding for the Library of Congress and the Architecture of the Capitol. Again, I thank you, Dr. Hayden and Ms. Rexroat, for your testimony.

ADDITIONAL COMMITTEE QUESTIONS

The hearing record will remain open for 7 days, allowing Members to submit statements and, or questions for the record, which

should be sent to the subcommittee by close of business on Wednesday, March 29, 2023.

[The following questions were not asked at the hearing, but were submitted to the agencies for response subsequent to the hearing:]
No questions were submitted.

SUBCOMMITTEE RECESS

Senator REED. The next hearing of the subcommittee will be held on Tuesday, April 21 at 3:30 p.m. in room 124 of the Dirksen Senate Office Building. We will hear testimony from the Senate Sergeant at Arms and the Chief of the Capitol Police regarding their fiscal year 2024 budget request.

Until then, the Committee stands adjourned. Thank you, again.

[Whereupon, at 3:45 p.m., Wednesday, March 22, the subcommittee was recessed, to reconvene subject to the call of the Chair.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 2024

WEDNESDAY, APRIL 25, 2023

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

The subcommittee met at 3:32 p.m., in room SD-124, Dirksen Senate Office Building, Hon. Jack Reed (Chairman), presiding.

Present: Senators Reed, Murray, Murphy, Van Hollen, Fischer, and Rubio.

UNITED STATES SENATE SERGEANT AT ARMS AND
DOORKEEPER AND
UNITED STATES CAPITOL POLICE

OPENING STATEMENT OF SENATOR JACK REED

Senator REED. Good afternoon. Senator Fischer is on her way. But at this point I will call this subcommittee to order.

I would like to welcome everyone, to the last of fiscal year 2024 Budget Hearings for the Legislative Branch Appropriations Subcommittee.

Today, we have with us the Senate's Sergeant at Arms, Ms. Karen Gibson, General, United States Army, retired. And Chief of the United States Capitol Police, Chief J. Thomas Manger. Thank you, both.

I would like to thank you for joining us to testify. And I would ask for unanimous consent that the witnesses' written testimony be placed in the hearing record.

And hearing no objection, so ordered.

As I noted in our earlier hearings, the Legislative Branch agencies have submitted fiscal year 2024 budget requests that account for a \$215 million increase over the enacted fiscal year 2023 Legislative Branch appropriation. We will be carefully considering these requests to ensure they continue to improve our ability to meet our responsibility to govern effectively.

For fiscal year 2024, the Sergeant at Arms is requesting \$319.8 million in appropriated funds, which is an increase of \$32.7 million over the fiscal year 2023 enacted level. This increase provides funding for COLA-related costs in locality for 43 new positions to support various Sergeant at Arms organizational elements, and for salary adjustments for onboard personnel.

This increase also provides for the mandatory Postal Square move of certain SAA operations, inauguration support cost, IT in-

frastructure, and cybersecurity requirements, various technology upgrades within the Senate, and the Senate Residential Security System Program.

Today, we will also be reviewing the United States Capitol Police's fiscal year 2024 budget request.

And before I address the USCP request, I would like to thank you, Chief Manger, and your team for all you do to support the safety and security of the Capitol Complex each and every day.

Included in the President's budget request, is a request for appropriation of \$840.9 million for the Capitol Police, which is an increase of \$106.3 million from the fiscal year 2023 enacted level. This is an increase in both the salaries and the general expense appropriations. This increase provides for the annualization of salaries for onboard personnel in fiscal year 2023, increased over time for core mission, and national political conventions, funding for new positions, and COLA and miscellaneous payments—funding.

This increase also provides for increased protective services support during an election year, to include at national political conventions, funding to support the purchase and lease of various fleet vehicles, funding to support the continuation of the contract to the Security Guard Program, technical and physical security equipment, and lifecycle replacements and upgrades, and various other non-personnel related costs.

I look forward to hearing from both of our witnesses today.

We will be joined shortly by Senator Murray, the Chair of the Senate Appropriations Committee. We have been joined by Ranking Member, Senator Fischer. Thank you.

And at this point I would like to recognize Senator Fischer for her opening remarks.

OPENING STATEMENT OF SENATOR DEB FISCHER

Senator FISCHER. Thank you, Mr. Chairman.

And thank you General Gibson, and Chief Manger, for being with us today, for our Third Legislative Branch Hearing.

I want to begin by thanking the men and women of your agencies for the work they do to keep Members of Congress, staff, and visitors on the Capitol Campus safe every day. I am deeply grateful for their service, and acknowledge that their support is what enables us to do our job in a secure and open environment.

Both the Sergeant at Arms and the Capitol Police are responsible for maintaining the security of the Capitol Campus, and both agencies have a no-fail mission. In recent years, the SAA and the Department have faced increasing threats against the Congress and evolving mission requirements.

General Gibson, as the Senate Sergeant at Arms, you have a vast range of responsibilities, which span from ensuring the physical, personal, and electronic safety of Senators and staff, to providing support operations to keep the Senate functioning efficiently and effectively.

For fiscal year 2024 the SAA seeks an 11.4 percent increase over last year's enacted level. The request includes funding for physical security efforts, information technology, and cybersecurity initiatives, and 31 additional FTEs to support the Office of Security Emergency Preparedness and Continuity, and the Chief Informa-

tion Officer. In your testimony I hope to hear how the requested increase will enable the SAA to improve and expand the physical security and cyber defenses of the Senate.

Chief Manger, it is nice to see you again. Thank you for hosting me earlier this year at headquarters. I enjoyed our conversation and the tour of the Command Center.

The Department is requesting \$841 million, an increase of 14.4 percent over the fiscal year 2023 enacted level. Congress has invested considerable funds in the Department over the past couple of years. We have provided funding to hire additional officers, upgrade equipment, expand training, improve operations, and offer benefits to new and current personnel.

I look forward to hearing the impact these investments have had, and examining how we can best position the Capitol Police for the future. We are committed to the safety and security of Members, their families, staff, visitors, and Capitol facilities. We must carefully consider the significant needs of all our security-related agencies, and ensure coordination and cooperation in their efforts.

To that end, Chairman Reed and I will continue to work together, in a bipartisan manner, to meet the mission requirements for the SAA and the Capitol Police.

Thank you, again, to our witnesses for being here. And I look forward to your testimony.

Thank you, Mr. Chairman.

Senator REED. Thank you, Senator Fischer.

And I now ask our witnesses, beginning with the Sergeant at Arms, General Gibson, to give a brief opening statement. As you know, the written testimony of each witness will be printed in full in the hearing record.

General.

UNITED STATES SENATE SERGEANT AT ARMS AND
DOORKEEPER

**STATEMENT OF HON. KAREN H. GIBSON, SERGEANT AT ARMS AND
DOORKEEPER OF THE SENATE**

General GIBSON. Chairman Reed, Ranking Member Fischer, Members of the Subcommittee, I appreciate the opportunity to testify in support of the Sergeant at Arms fiscal year 2024 Budget Request.

I want to thank the subcommittee for supporting our initiatives over the last 2 years, which have allowed us to improve security and continue critical modernization. We remain dedicated to meeting the personal, physical, and cybersecurity needs of the Senate, as well as providing essential administrative and logistical support. We do so, seeking at all times, to improve our effectiveness through innovation and a dedication to customer satisfaction.

In that spirit, we created a security portal through which offices and committees can directly request security services which are tracked and responded to in real time.

Two years ago, security support requests were made via paper letters, physically routed through distribution, the same portal shows my team the status of Emergency Preparedness plans and

training, the recency of residential security assessments, and the nature of threats against senators.

We are also fielding an accountability tool for use on a mobile device that allows staff to directly report their personal status and location in an emergency, providing real-time visibility to office emergency coordinators. Another emergency preparedness app readily provides staff with office-specific procedures and contacts during an emergency.

Finally, rather than relying on staffs' availability to attend in-person training, we have developed numerous videos that can be viewed at the time and place of one's choosing on a broad variety of topics. Our security mission expands beyond the Capitol grounds. To demonstrate and promote security at State offices, with the assistance of the Rules Committee, we constructed a life-sized model of a State office in the basement of the Russell Senate Office Building, complete with recommended security equipment and design features, which has led to the adoption of important features, such as video, intercoms, IT security closets, duress buttons, and secure reception areas.

Because this room is outfitted with remote learning technology, we will expand its use to include virtual classes on state security topics.

Working hand-in-glove with the Capitol Police, we have a renewed focus on personal and residential security, as you will see in our request, for the Residential Security System Program.

To date, 37 Senators have received requested Residential Security Assessments led by Capitol Police physical security experts, and we are on track to start installing security equipment identified by the assessments this summer.

That said, the most persistent threats we face are in the cyber domain. We have carefully applied funds to improve the resilience, security, and modernization of Senate communications. The Senate network is now backed up in two modern dispersed data centers, and we protect the network with a myriad of software, hardware, and trained professionals. This comes at a cost, as you see in our budget request that asks for an additional \$2.945 million to assist in proactive defense.

We have also prioritized modernization, including updating TranSAAct, partnering with the Secretary of the Senate to enhance office payroll processes, and fielding the Unified Communication and Collaboration System. Our commitment to innovation and customer satisfaction extends to every service we provide.

Last year, we opened the Senate's first Passport Office, completing over 1,200 passports in 9 months. We enacted a portal system, Direct Express, which allows offices to order services through an innovative web-to-print storefront, it cuts processing by 90 percent, saving time, money, and supplies. Custom flag certificates can take less than a minute using this storefront, rather than the 3 to 4 previous hours.

I am especially proud of our innovative work to support the new need for closed captioning on the Senate floor and in hearings. In just weeks we developed a bespoke solution for the floor and built a temporary system to support closed captioning in select committees. Contracts in place will allow us to scale as needed, and for

the first time provide closed captioning for all hearings in D.C. by the end of the year. This is a great illustration of the innovation I see daily across the Sergeant at Arms.

This budget request is focused on three core responsibilities: The security and safety of senators, staff, constituents, and visitors; the security and reliability of Senate communications, and innovative solutions to support the Senate's needs.

We seek \$5 million in no-year funding to upgrade audio-visual equipment in committee hearing rooms, \$2 million to fund the Senate's share of the campus-wide Joint Audible Warning System; and \$2.5 million for the Residential Security System Program. We also request \$4 million for costs associated with moving out of Postal Square.

We request 43 additional positions, 20 will support physical security programs, such as the Senate Residential Security System Program. Eleven will support critical functions for the Chief Information Officer. The remaining 12 address additional needs of other personal support efforts, such as rolling out the Green and Gold Congressional Aide Program for veterans at the Senate.

In closing, I want to highlight the work also of the Capitol Police Board, which I chair this year. I am grateful for the strong working relationship with the Capitol Police, the Architect of the Capitol, and my counterparts in the House.

We have reopened the Capitol complex, while ensuring the police are properly staffed to meet mission requirements. We hired a new Inspector General and established a working group to ensure the Board makes the best use of IG reports as an oversight tool.

With the assistance of Congress and this Committee, we completed a comprehensive security review of the campus, prioritized repairs, and worked to support the men and women of the police.

I am especially pleased that the General Accountability Office recently found the Capitol Police Board has fully incorporated leading governance practices to enhance accountability, transparency, and external communication.

As Chair, I will continue to ensure the protection of the Congressional community remains at the forefront of all we do.

Finally, thank you for your support of the Sergeant at Arms, and for the opportunity to discuss our accomplishments in our fiscal year 2024 budget request.

I stand ready for your questions.

[The statement follows:]

PREPARED STATEMENT OF HONORABLE KAREN H. GIBSON, SERGEANT AT ARMS AND
DOORKEEPER OF THE SENATE

For Fiscal Year 2024, the Office of the Senate Sergeant at Arms (SAA) respectfully requests \$319,776,000 and 1,037 Full-Time Equivalents (FTEs) for Fiscal Year 2024 (FY24). This is an 11.4% increase over the Fiscal Year 2023 (FY23) enacted budget and an increase of 43 FTEs. This request includes no-year funding totaling \$9,500,000 for the Senate hearing room renovations, Senate Residential Security System Program, and for the shared use of the Senate's Joint Audible Warning System.

Before I detail our specific requests for FY24, I want to highlight some of the many initiatives the SAA has undertaken in the 2 years I have been the Sergeant at Arms.

Communication with Senate offices is a top priority. In partnership with the Secretary of the Senate, we created the Senate Operations Center (SOC). This one-stop shop disseminates information to Senate offices during emergencies or security inci-

dents. The SOC is operational weekdays from 7:00 am—10:00 pm, or until the Senate adjourns, and is tied into the USCP Command Center for timely information on events on or near the Capitol and Senate Office Buildings. By consolidating Senate emergency and security information into the SOC, we have streamlined and centralized emergency messaging to the Senate Community, and are able to provide accurate and timely information to facilitate decisions.

Each Monday morning, the SAA sends out a weekly bulletin to all Senate Offices, Committees, and support entities. The bulletin consolidates what were multiple daily emails into one reference document that details door hours, permitted demonstrations for the upcoming week, upcoming trainings, and announcements on new services, software, and events. The communications team also created *The Chamber*, a quarterly publication by the SAA highlighting issues and services in a format that allows greater depth. Our upcoming *Chamber* will highlight ADA accessibility information for Senate staff and visitors. The bulletin and *The Chamber* have been very well received by the Senate Community. In order to receive feedback from the offices, we launched a Feedback portal on Webster that allows direct feedback to the SAA, the Deputy SAA and the Chief of Staff on any issues related to the SAA or the USCP. This feedback can be anonymous or individuals may leave contact information for a direct response.

We hired a new Director of the Joint Office of Training and Development and that team has been prioritizing emergency and security training. They have created a series of short videos on responses to various types of emergencies and created a self-paced webinar on Responding to an Active Shooter. This training is online, accessible 24/7 and makes the information easier for staff to access any emergency training as often as they need. We also introduced a new class: *Event Planning: Best Practices in Safety and Security*. This class is designed to educate Senate staff who plan events in D.C. or in State offices on ways to include security in the event planning process. Our State office team developed specialized training to enhance security options in State offices and offers CPR, First Aid, and Stop the Bleed classes for State Offices.

In March 2023, we rolled out the Account Tool application which sends messages to each D.C.-based Senate staff during an incident or emergency so that they can report their own location and status. Each Office Emergency Coordinator can see a dashboard of all their employees who have reported their status during the incident. This is an advancement in how we handle accountability: no longer is one person responsible for reporting in for their entire office. Now, every staff member reports their own status during an emergency. This application allows for rapid accounting of personnel, allows offices to easily reach out to staff who have not reported their status, and allows staff to ask for help or report injuries.

By May of 2023, we will have fully implemented our new Emergency Preparation (EP) application which will allow staff in each office to find and follow their office's specific plan for emergencies. It will show evacuation routes, internal relocation areas, and the designated shelter-in-place location for each individual office. This is an advancement in how offices provide information to their staff by literally putting this information in their hand on their mobile device.

SAA teams coordinate security requests for Senators when they travel or hold events in the home state. We also coordinate security at hearings and arrange residential security assessments for Senators. Two years ago, these requests were all via individual letters to me. We now have a security portal where all requests are entered by an office and action is taken and tracked without the time-consuming exchange of letters.

As we continue to enhance Capitol campus and Senator residential security we are also working to enhance security for our state offices. We have set up a state office demonstration room in the Russell Building where Senators and staff can come and see all the security measures available in state offices. We used the demonstration room during the transition to the 118th Congress and were able to show incoming Senators all the security features available in their State Offices. I encourage all Senators to bring their Chief of Staff and their Administrative Director to our demo room and learn what security enhancements you already have in place in each of your state offices, and what additional options are available.

With the support of the Secretary of the Senate, and approval from the Senate Rules Committee, the Senate Post Office began accepting passport applications on June 13, 2022. The Senate Post Office was approved, by the State Department, to be an official Passport Issuance Office through their Special Issuance Passport Program (SIPP). The Senate Passport Office offers official travel and tourism passport services for Senate members, staff, and their immediate families. In the 10 months since the Passport Office has been open, we have completed over 1283 passports for the Senate community. On April 4, 2022, the Senate Post Office began offering no-

tary services to the Senate community, augmenting services provided by the Disbursing Office and SAA Human Resources. To date, notary public services were provided to 262 Senate staff.

The CIO team does a tremendous job ensuring our enterprise network has near zero downtime, and is backed up in two geographically dispersed data centers. This not only makes the Senate network safer but it also provides resiliency and emergency backup should one of our data centers experience an outage. This type of architecture and resiliency is not inexpensive as our appropriations request demonstrates, but it is required to ensure that the Senate can function at all times. The CIO team manages our communications and has recently undertaken the Unified Communications and Collaboration (UCC) project which will replace every desk phone in the Senate—both in Washington DC, and in every state office. Our commitment to the Senate is that communications are resilient and that offices have the equipment and the software they need to do their jobs.

The Cybersecurity team protects our network with perimeter pen-testing and multiple monitoring tools, and a highly trained 24/7 cyber team. We have increased our training to the Senate community enhancing the cybersecurity training required of all Senate staff with customized training for offices to help secure Senate data both on-premises and in the cloud. We have extended our cybersecurity protections to our cloud-based services to ensure they exceed current Federal standards. We have enhanced the security of our mobile devices to protect data on the devices and prevent malware from being transferred to our network. In terms of innovation, our software developers are about to begin work with the Senate Disbursing Office to make payroll and overtime payments secure, auditable, and easier to create and submit for Senate Offices and Committees. We are also modernizing TranSAAct, one of the core systems Senate offices use for SAA services such as parking, identification cards, smart cards, floor privileges, and asset management.

When I testified before this committee in April of 2021, after 30 days in this role, I discussed my top priority: working with my Capitol Police Board (CPB) partners to develop a comprehensive plan to keep the Capitol and its occupants safe, guided by the desire to maintain a secure, open campus that balances access and security.

There is much more work ahead, but we have made significant progress as a Board. With the assistance of Congress and this Committee, we completed a comprehensive security review of the campus, prioritized repairs and improvements to our security infrastructure, and worked to provide needed relief and support to the men and women of the United States Capitol Police (USCP) that protect our entire community. I will continue to ensure the protection of the Congressional community remains at the forefront of all we do.

USCP Reorganization

The Capitol Police Board has worked with Chief Manger to support his vision for the future of the USCP. His reorganization plan focuses on expanding the Department's intelligence, threat assessment, operational planning, and dignitary protection capabilities while it continues to increase its staffing level. We support the Chief's work to transform the USCP to ensure USCP's current and future missions address feedback from USCP officers and our Congressional stakeholders.

USCP Hiring and Staffing

The Board has worked closely with the Department and Congress to improve USCP's ability to attract, hire, and retain professional law enforcement officers to protect the Capitol complex and its occupants. At its lowest point after January 6, USCP had just over 1800 officers. Today, that number stands at more than 1900, with almost 200 recruit officers graduating this October. The Board has assisted the department in setting pay and retention policies aimed to attract both new and experienced law enforcement officers, established a lateral transfer program for experienced officers, and created a retired annuitant program for lighter work posts. The Board also authorized the use of Capitol Security Officers to augment USCP at select posts.

While these efforts have been successful, we still have more work to do. We are close to our pre-January 6 staffing numbers, however, the mission demand in certain areas of the Department has increased considerably. The Board will continue to work closely with the Chief and our stakeholders to ensure the Department is able to meet its expanding mission at the same time as it is able to provide its officers with the support and work-life balance they deserve.

Reopening

The Capitol Police Board has spent much of the past 2 years working with the Department and our stakeholders to fully reopen the Capitol Complex while ensuring USCP is properly staffed to meet the mission. I'm pleased to report to you today

that we are very close to a complete reopening of the Campus. On the Senate side, we have re-opened all pre-COVID doors, and only the vehicle barricade at 1st and Constitution Avenue remains closed. For the American People, we have re-opened the CVC on Saturdays. USCP should be staffed to support the traditional summer visitor load following Memorial Day. We will reopen the vehicle barricade when staffing allows.

Temporary Fencing

One area of focus for the Board this year will be the development of consistent guidelines and decision points for the deployment of temporary fencing surrounding the Capitol. These guidelines will include a balance of threat, event, and Continuity of Congress considerations that can be applied to routine events such as National Special Security Events as well as unplanned events. I believe these guidelines will assist the Board in evaluating the balance between security and access, as well as communicating decisions with our stakeholders.

GAO Report/Communication With Stakeholders

The Capitol Police Board has taken seriously our responsibility to be transparent, accountable, and responsive to our stakeholders. In response to a 2017 Government Accountability Office (GAO) report, as Board Chair in 2021, I led the Board as it finalized updates and implemented those changes to its governance practices. We held stakeholder meetings and updated and issued a revised Manual of Procedures. The GAO noted: "We reviewed the Manual to assess its inclusion of leading practices, and, in the spring and summer of 2022, we conferred with Congressional stakeholders to understand their knowledge of the Manual's updates and the scope and nature of their interactions with the Board. Based on our reviews of the Manual and the information we collected from Congressional stakeholders about their engagement with the Board, the Board has complied with the recommendation, and we will close it as implemented." Our work does not end with the closure of that recommendation, and I look forward to continued engagement with our stakeholders.

Inspector General Reports and Hiring

I take very seriously my role on the Board overseeing the Capitol Police. A critical part of that oversight is ensuring that the Capitol Police is properly responding to its Inspector General and implementing recommendations from the IG and other outside reports. The Department has approximately 61 open recommendations from the USCP IG, of which 28 are related to the January 6 flash reports. In 2021, the Board established a working group to assist in reviewing the flash reports that assist the Board in prioritizing and reviewing the Department's efforts to implement the IG's recommendations. This year, the Board leveraged the working group to provide the Department with guidance and direction on moving outstanding IG recommendations to closure.

After consultation with the IGs from the Library of Congress, Government Publishing Office, and GAO, we conducted a national search and selected Mr. Ron Russo as the USCP's new Inspector General. Mr. Russo is an experienced law enforcement professional who has served in audit, investigatory, and law enforcement roles. The Board looks forward to supporting Mr. Russo as he continues the critical mission of the USCP IG.

The achievements of the SAA in the last 2 years have been in security, training, communications and IT systems. Our focus has been modernization, innovation, communication and customer service. I am proud of all we have accomplished. Thank you to all the dedicated SAA staff who make all of this good work possible, and to this Committee for your trust, guidance and support.

Requests for FY24

The projects we will be undertaking in FY24 are focused on my core responsibilities: security and safety of Senators and staff, security and reliability of the enterprise network, and ensuring we meet the needs of our customers.

CAPITOL OPERATIONS DIVISION

The FY24 budget request includes a \$659,000 increase to enable the Senate Recording Studio to provide closed captioning services for Senate Committee Hearings, a \$50,000 increase to allow us to replace equipment in the cabinetry shop, and a \$5,000,000 increase in no-year funding to enable the SAA to replace audiovisual equipment and systems in Senate Hearing Rooms at, or near, the end of its serviceable life. There are no FTE requests in Capitol Operations for FY24.

Appointment Desk

Appointment Desk requests level funding to support the network of Appointment Desks located on the first floor of the Capitol, the basements of Russell and Hart, and the Congressional Visitor Center. The Appointment Desk is utilizing updated software to more efficiently assist Senate offices in registering and welcoming official business visitors.

Capitol Facilities

During the pandemic, in addition to the standard nightly cleaning services, the Environmental Services Division procured and used advanced equipment and chemicals to disinfect offices, restrooms, and hallways. Our Cabinet Shop builds and maintains furniture for the Senate Chamber and Capitol offices, and we are requesting an additional \$50,000 in FY24 to cover the cost of equipment replacement.

Doorkeepers

Level funding is requested for the Senate Doorkeepers. The Doorkeepers provide access to those with Senate floor privileges; enforce the rules of the Senate floor; and facilitate the needs of Senators, Senate floor staff, and Senate Pages. The Doorkeepers serve in key roles for special events at the Capitol, including inaugurations, joint sessions of Congress, and swearing-in and lying-in-state ceremonies. Further, they ensure the Senate chamber is prepared in the event of an emergency.

Media Galleries

Level funding is requested to support the Senate's four media galleries. The media galleries serve as liaisons between the media and the Senate community and coordinate press coverage of hearings, news conferences, stakeouts, and other media events in the Capitol and Senate office buildings. Gallery staff support press logistics at many high-profile hearings and events, including the Presidential Inauguration, Impeachments, State of the Union, and Swearing in of new Senators.

Periodical Press

The Senate Periodical Press Gallery (Senate PPG) assists over one thousand correspondents working for magazines, newsletters, non-daily newspapers, or online publications and serves Members of Congress and Congressional staff with any periodical press-related questions or issues.

Daily Press

The Senate Press Gallery staff supports those reporters who work for daily newspapers and online publications. The gallery's first responsibility—since the House and Senate assigned press accreditation to the Standing Committee of Correspondents more than 140 years ago—has always been the maintenance of high standards of journalistic independence. In 2021, the Senate Daily Press Gallery credentialed approximately 1,500 correspondents. At a time when the media landscape is rapidly changing, the Standing Committee of Correspondents relies on this Gallery staff to supply the research and the institutional judgment needed for tough and, sometimes, precedent-setting decisions about credential applications.

Gallery staff continues to innovate how best to serve its constituency. An example is the Gallery's Twitter presence. The @Senate press currently has over 27,000 followers, an increase of approximately 10,000 from the previous year.

Press Photographers

The Press Photographers Gallery supports press photographers representing news organizations from across the United States and around the world. Their chief responsibility is to be a liaison between news photographers and Congress. Under the guidance of the Standing Committee of Press Photographers, staff research new credential applications, certify credential renewal requests and issue credentials to bona fide news photographers. Staff ensures news photographers have the access, information and representation to effectively cover Congress, while the Gallery provides filing, office and storage space for credentialed press photographers.

Radio & TV

The Senate Radio and Television Gallery is the office where the radio and television correspondents work when they cover the Senate. Correspondents from major news outlets occupy work areas in the gallery daily. Gallery staff serve as liaisons between Congressional offices and members of the electronic news media. Gallery staff work closely with Senate staff and more than 4,000 credentialed members of the electronic media to facilitate coverage of Senate news events in and around the Capitol. Senate staff relies on the Gallery's personnel for information on legislative business and press conference details in the

Gallery's state-of-the-art studio.

The Gallery staff is also responsible for maintaining the media technical infrastructure in Senate committee hearing rooms and other news event locations throughout the Senate campus. For example, last year the gallery staff oversaw the completion of a maintenance program of all Senate media fiber that exists throughout the Senate office buildings and in the Capitol. The maintenance program included upgrading old fiber optic cables to new ones in order to extend the current fiber network's lifecycle.

Senate Recording Studio (SRS)

The Senate Recording Studio monitors, maintains and repairs the audio-visual systems in all hearing rooms across the Senate campus. In FY24, the Recording Studio requests a \$659,000 increase for committee closed captioning services. Closed captioning services provide real time closed captioning of the committee broadcast for the deaf and hard of hearing. This service ensures the Senate is compliant with the 21st Century Communications and Video Accessibility Act (CVAAA) and allows all constituents the ability to participate in Senate hearings. This increase allows the Senate to provide captioning to constituents in the same manner they receive captioning from networks.

The FY24 budget request also includes a \$5,000,000 increase in no-year funding to enable the SAA to replace audiovisual equipment and systems in Senate Hearing Rooms at, or near, the end of its serviceable life. The SRS plans to make targeted replacements of 3 to 4 systems per year as they age. The SAA is working towards several targeted replacements in FY23 and FY24, including systems in SH-562 and SDG-50, as well as central "press system" components. At the same time, the SAA is working with the AOC on an ongoing program for the complete renovation of hearing rooms, starting with SD-342 and continuing with SD-406. To date, the SAA has completed a targeted replacement of audio/video teleconferencing equipment in SR-188, as well as broadcast cameras in SD-106 and SH-216 and a large replacement of audio and control systems in SH-216 and the full renovation of the Commerce hearing room (SR-253), the Intel Hearing Room (SH-219), and the Senate SCIF (SVC 217). This ongoing effort to renovate hearing rooms will continue in FY24.

The request also includes funding for the ongoing support of Recording Studio services to Senators, committees, SAA and Secretary of the Senate offices. During 2022, the Senate Recording Studio broadcast 987 hours of gavel-to-gavel coverage of Senate floor proceedings and recorded the proceedings for subsequent archiving. The Recording Studio broadcasted, streamed, recorded, and archived 601 hearings. They also produced 514 TV studio shows and 716 Radio shows/services. "In the field" SRS supported 87 events, some of which were Statue Dedications, Police Graduations, a Capitol Police Memorial Dedication, a Gold Medal Ceremony, press conferences and other various events on/around Capitol Hill. The Video Post-Production Department (Tape Room) fulfilled 442 orders, as well as completed 172 hours of editing.

Priorities for the SRS consist of the replacement of critical infrastructure within studio spaces including video switching, routing, and audio mixing systems installed in 2008, which are now near or, in some cases, past the end of their serviceable life. These replacements ensure the SRS provides exceptional support in each of its functional areas.

CHIEF INFORMATION OFFICER (CIO)

In the FY24 budget request, the CIO is requesting an increase of \$2,945,000 and three FTEs for Cybersecurity, \$5,181,000 and three FTEs to enhance the posture of the modern and geographically separated data centers, \$5,493,000 and two FTEs to directly support the modernization and replacement of the Senate's Asset Manager application, complete the final phase of the Legislative Systems Amendment Tracking System, migrate and improve TranSAAct, and expand the capabilities of new secure cloud applications.

Additionally, the CIO is requesting one Senior System Engineer FTE to support the increase in vendors and projects within the Constituent Systems and Services team. The CIO is requesting an additional \$550,000 to support the final year of the five-year plan to ensure adequate funds are available to support the Senate office's technology needs through the Economic Allocation Fund (EAF). EAF supports the acquisition of supported hardware and software for Senators, committees, leadership, and support offices. Finally, the CIO is requesting an additional two FTEs to better support and manage large-scale projects for the Senate, and to more effectively manage cloud licenses within the Senate environment.

Senate Cybersecurity

Cybersecurity is a critical priority for the SAA, which ensures the Senate network, cloud services, and data remain secure so the Senate can conduct its Legislative business. The CIO is requesting an increase of \$2,945,000 and an additional three FTEs for the Cybersecurity Department. The SAA proactively defends the Senate network daily against advanced cyber threats. The Cybersecurity Department has successfully mitigated critical events and ensured the security of the Senate due to the dedicated staff and sophisticated technologies deployed on the Senate network. To build on these successes, the CIO is requesting FTEs for two Cybersecurity Apprentices and one Threat Intelligence Cybersecurity Senior Specialist. While phishing continues to be a primary motivation of the advanced cybersecurity adversary, threat intelligence has revealed a renewed adversary interest in performing denial-of-service and ransomware attacks against organizations to deny access to their network or more importantly, their data.

For FY24, we will be focused on three main lines of effort: (1) continued emphasis on resilience assessments for offices; (2) collaboration with Executive Branch Threat Intelligence partners such as the Federal Bureau of Investigations, the National Cyber Investigative Joint Task Force, and the Department of Homeland Security Cybersecurity and Infrastructure Security Agency Joint Cyber Defense Collaborative; and (3) Zero Trust efforts, to include continued maturation of the cybersecurity model of securely accessing data located in modern cloud services.

Leveraging the previously developed Cybersecurity Resilience Assessment Methodology, the Department will use this methodology to perform an estimated 175 coordinated annual assessments against offices, committees, and critical systems to protect against denial of service and ransomware attacks. The SAA made great strides to build collaborative relationships with Executive Branch threat intelligence agencies, and in FY24, the Department will focus on integrating cybersecurity threat intelligence staff directly with our intelligence partners to continue to mature information-sharing processes and procedures to better protect the Senate. As the Senate continues to migrate services to the cloud, the Cybersecurity Department will continue to focus on building the procedures and technologies to accurately evaluate the level of risk associated with using these modern services.

Enhancing the Technical Resilience of the Senate

Following the events of January 6, 2021, and the ever-evolving threat landscape, enhancing the technical resiliency of the Senate remains a key area of focus. The CIO oversees the engineering, implementation, and operations for the Senate's information technology continuity and disaster recovery programs, as well as emergency and secure communications. This includes the Senate's radio infrastructure, communications security, mobile command vehicles, satellite communications, data center continuity, and support for National Security Special Events.

In FY24, the CIO will enhance communications capabilities for Senators and staff by purchasing DoD-Mobility Classified Capability-Top Secret (DMCC-TS) devices and provision services via the Defense Information Systems Agency. This capability offers a mobile solution to receive classified information when traveling, or when not in the proximity of a fixed secure communication device. The CIO will also focus on critical emergency communications efforts designed to better protect the Senate's staff and resources to include the Joint Audible Warning System (JAWS) and Joint Emergency Mass Notification System (JEMNS). We are requesting \$2,000,000 in no-year funds to support the proposed cost increase due to supply chain issues and modification to the original scope which increased from three to five transmitter sites to increase the coverage area and ensure redundancy. Additionally, the CIO will work to enhance the data center posture and strategic satellite communications capabilities of the Senate, to ensure a redundant and secure means of communication during a disruptive event.

The CIO is requesting an increase of \$5,181,000 and three FTEs to continue to enhance the posture of our modern and geographically separated data centers. These data centers provide network connectivity, communications, and centralized support of the virtual server environment for Senate data and applications. They will support the growth of office and vendor-managed systems and applications, such as Constituent Services Systems, which are being migrated into the Senate data centers and enterprise to improve the performance, security, and resiliency of these systems and applications.

The Senate's public-facing websites and applications are in high demand and an attractive cyber target for adversaries. The funding request also includes expanded reliable hosting capacity for Senate websites to defend against denial-of-service attacks and state-of-the-art toolsets to quickly detect and remediate atypical activity occurring on Senate websites and applications such as attempts to gain access to

data or alter a website's content. There is a cost to resiliency and this request reflects that reality.

Modernizing Technical Services to Better Serve Our Customers

Modernizing technical services is critical to enhancing the Senate's ability to work effectively and efficiently when preparing and passing legislation and communicating with constituents. Funding for FY24 will build on current modernization efforts, as well as add new capabilities. The focus for FY24 is on two key areas: (1) Legislative and Administrative Systems; and (2) Senate Communications.

The CIO is working closely with the Senate community to modernize key legislative and administrative systems. To that end, the CIO is requesting an increase of \$5,493,000 and two FTEs to directly support the modernization and replacement of the Senate's Asset Manager application, to complete the final phase of the Legislative Systems Amendment Tracking System, and to expand the capabilities of new secure cloud applications such as ServiceNow (IT Help Desk Ticketing), Cornerstone (recruitment, talent performance and learning management), and Kronos (timekeeping and leave management).

Additionally, the CIO is requesting one Senior System Engineer FTE to support the increase in vendors and projects within the Constituent Systems and Services team. This critical team is working with new cloud vendors to provide modern systems to better serve constituents. This same team is credited with delivering the Senate's "Communicating with Congress" application, which sees a yearly volume of over 11,200,000 emails between constituents and Senate offices.

A major effort to implement a modern and secure Senate communications platform at both the Capitol Campus, as well as the state offices, will be completed in early FY24. The new Unified Communications and Collaboration (UCC) system will create a mobile, collaborative, secure, and unified environment that is easy to use and intuitive for the end-user. The SAA, along with a leading UCC integrator, designed a system that supports communication and collaboration anytime, anywhere, and on any connected official device. This includes voice messaging, voice-to-text transcription, video integration, conferencing, common directory, Contact Center, mass notification, and enhanced 9-1-1 connectivity. Additionally, the CIO leveraged an opportunity to fold the state offices into the UCC effort to deliver a cohesive and secure experience for all Senate users. When complete, this project will have replaced every desk phone in the U.S. Senate, both in Washington, D.C. and in every state office. Because the legacy telephony systems must remain operational throughout the migration process, FY24 costs include licensing, support, and maintenance for legacy components. Once this project is complete, these legacy systems will be decommissioned.

The CIO is requesting an additional \$550,000 to support the final year of the five-year plan to ensure adequate funds are available to support the Senate office's technology needs through the Economic Allocation Fund (EAF). EAF supports the acquisition of supported hardware and software for Senators, committees, leadership, and support offices so that these expenses do not come out of their office budgets but are instead paid for by the SAA.

EXECUTIVE AND STAFF OFFICES

Employee Assistance Program (EAP)

An increase of \$307,000 and two FTEs is requested in FY24 for EAP, which offers a variety of emotional, behavioral, and work-related support as well as wellness resources and services to nationwide Senate staff, their family members, Senate Pages, and interns. The Senate EAP's mission is to bolster resiliency, help ensure psychological readiness, and attend to the overall employee and organizational wellness.

In 2022, the EAP addressed the continual increased demand for services by hiring an additional full-time EAP counselor, providing telehealth and onsite support services, delivering customized trainings to requesting Senate offices, and extending the contract of a contract counselor in order to efficiently and effectively serve the Senate community. This included the expansion of service hours from 8:00 am—9:00 pm to accommodate multiple time zone and work shifts. In 2022, more than 74% of Senate staff accessed EAP services across 90% of Senate offices. This was nearly a 30% increase in programmatic utilization from 2021. Additionally, 194 employees took an online mental health screening; 4,434 employees attended an EAP training activity; and 1,749 employees accessed resources for personalized information and referrals addressing childcare, parenting, adult care, aging, education, legal concerns, and/or financial issues.

For FY24, we are requesting additional resources to meet the continued increase in demand for EAP services. We are looking to hire two additional counselors, whose schedules can accommodate increased demands for services in various time zones across the country. These counselors would provide confidential emotional and behavioral support services for Senate employees and their immediate family members through a HIPAA compliant virtual platform as well as wellness coaching and consultation. Additionally, the requested budget increase is intended to fund the phased in development of a whole-health wellness program and the expansion of services to state offices. We plan to capitalize on already existing U.S. House of Representatives contracts to provide nationwide Senate employees access to wellness apps such as a meditation app, a food and nutrition app and a fitness challenge app. Further, we will look to expand our dependent care resources with the availability of limited backup childcare and tutoring services in partnership with LifeCare. Research shows that robust wellness programs and resources improve health, energize people and positively impact productivity and reduce burnout. This compliments the expansion of EAP virtual opportunities, programming and support hours to provide a more inclusive, engaging service for staff located in state offices. The intent of these EAP requests is to minimize barriers to care and meet the needs of the Senate community by enabling employees to access services in a multitude of ways.

Executive Office

An increase of two FTEs is requested to support the Executive Office. One FTE is for an attorney who will review matters impacting internal procedures and operations including compliance with Senate Ethics, and the Congressional Accountability Act. A second FTE is for a legislative liaison to work with Senate Offices and Senate Committees on a wide range of initiatives, including organizing monthly oversight meetings and ensuring required reports and information requests are on time and fully responsive.

Human Resources (HR)

An increase of five FTEs is requested to support the Human Resources department to support the SAA's endeavors in modernizing and improving employee relations, HR system management, recruitment efforts in support of Senate Offices, as well as establishment and support of the new Fellowship Program.

As our employees increase, the work of the Human Resources Department also increases. Our HR Department is requesting a software specialist to serve as the subject matter expert for our new HR software program, Cornerstone, a Recruitment Coordinator to assist Senate Offices and Committees through the Senate Employment Office, a division of SAA's HR Department, and an Employee Relations Specialist who can assist in conducting and overseeing employee relations investigations into employee concerns. We are also requesting two FTE's in support of the new Senate fellowship program. We need to hire a Program Manager and a Recruitment and Placement Coordinator in support of the McCain-Mansfield Fellowship Program, as established under Senate Resolution 443 (117th Congress) and the SFC Sean Cooley and SPC Christopher Horton Congressional Gold Star Fellowship Program, as established under Senate Resolution 442 (117th Congress).

Inauguration Support

The SAA is requesting \$500,000 in funding to support the 60th Inaugural Ceremonies. The SAA provides ongoing support to the Joint Committee on Inaugural Ceremonies. We rent large-scale video boards, take the inaugural photographs presented to the President and Vice President, develop and maintain event and credentialing software, assist with Printing and Graphics, signage, parking, campus access, and support credentialing of staff press and contractors working in the Capitol on Inauguration Day. We are honored to provide this support to the Joint Congressional Committee on Inaugural Ceremonies but we do incur expenses including overtime. Based on prior costs, we are formally requesting funds to continue providing these services.

Page Program

The Page Program requests a permanent increase of \$35,000 in FY24 to replace enrollment software. The current Page Program enrollment software does not serve the needs of the program and requires significant daily maintenance and communication with new pages to ensure paperwork is completed correctly. The new enrollment software would increase efficiency, accuracy and security. The Senate Page Program provides an opportunity for high school juniors from across the nation to witness the legislative process firsthand while learning the value of public service. In September 2021, the program welcomed pages back to the Senate after an 18-month suspension due to the COVID-19 pandemic. The Page Program developed a

robust pandemic management plan requiring routine testing, masking, and other precautions, which resulted in few pages testing positive for COVID-19. Page Program staff provided comfort care and meals for those pages who became positive. The Page Program provides supervision of Pages 24 hours a day, seven days a week.

State Office Operations

For FY24, State Office Operations is requesting \$964,000 as a permanent base increase for Federal rents, \$300,000 in support of our secure reception room project, and one additional FTE to lead records and data management to support a data-drive approach to delivering security and design improvements in state offices.

We appreciate the Committee's support to adequately fund the state office rent program, reimbursement to the General Services Administration (GSA) for Federal occupancy agreements, and standard increases in Federal Protective Services (FPS) security costs for Senate offices housed in Federal buildings. The SAA works closely with commercial landlords, the GSA, and the FPS to ensure Senator's operational and security preparedness needs are met in their state offices. As of March 2023, we support 460 state offices for rental payments; renovations; installation, maintenance, and monitoring of physical security measures; and emergency supplies and security preparedness planning and training.

In 2022, the SAA completed 151 unique state office projects coordinating construction, security, furniture, equipment, and delivery of IT services. We are again anticipating a high number of projects, as we support numerous Class III transitions expected in the year following the mid-term elections. An uptick in work is also expected, related to our ongoing efforts to move Senators from facilities with minimal security to Federal and commercial buildings that offer better access control, guard services, and other important countermeasures. Our success in managing the State Office Operations portfolio hinges on our close and collaborative working relationship with Senate staff, commercial landlords, and Federal partners.

In 2022, we rolled out a new state office alert and notification service for all state staff. This platform uses both artificial intelligence and analyst support to quickly monitor, evaluate, and release customized emergency notifications to Senators and staff working and traveling across the country. The tool is also used in our Senate Operations Center to monitor emergency events that may be impactful to state office or Senate operations outside of the National Capitol Region (NCR). We expect the costs associated with this service to rise slightly, as more Senate staff adopt its use and we expand services to include mobile duress button features.

Our partnership with FPS also grew significantly in 2022. The SAA and FPS Administrator signed a historic memorandum of agreement (MOA) allowing for the use of armed guards (Protective Security Officers-PSOs) at commercial Senate state offices. FPS will begin authorizing facility security assessments and deployment of PSOs at select Senate state offices, beginning in FY23 and continuing into FY24.

We remain committed to ensuring the safety of Senators and staff and leaning forward to providing customized security systems, monitoring services, and enhanced office security construction designs to state offices without affecting Senate office budgets. Currently, over 98% of state offices have adopted some level of SAA-recommended and funded security enhancements. Our goal is to achieve a 100% adoption rate and we will work through FY24 to ensure all offices in our state portfolio have access to appropriate levels of security.

Our team provided initial physical security enhancements for 31 offices and improved existing security for 52 others in 2022. Maintaining security systems in good working order is a priority, and to support this effort our team conducted over 622 service calls to maintain, repair, and or test and inspect state office physical security systems in 2022. In FY24, we will continue supporting state office visits to assess security, confirm that all installed equipment is in good working order, and ensure the office design meets the Senator's operational needs.

We believe that emergency preparedness training and familiarity with security equipment equate to higher levels of compliance and readiness. In 2022, the State Office Operations team offered twice-monthly emergency preparedness webinars and worked closely with USCP on state office Security Awareness Briefings. Our team also introduced a new SAA-sponsored Stop the Bleed training class, offering both in-person and virtual learning options. We are evaluating the potential deployment of automatic external defibrillators (AEDs), resilient communications capabilities, and portable power sources. Our focus on state office readiness remains a high priority as we move into FY24.

OFFICE OF SECURITY, EMERGENCY PREPAREDNESS AND CONTINUITY (OSEPC)

For FY24, OSEPC is requesting an increase of 20 FTE's to provide additional support to Senators during travel and with residential security assessments, as well as

in emergency preparation and contingency work, management of parking lots and the SAA fleet, as well as additional staff to handle logistics and customer support. We are also requesting \$2,500,000 in no-year funds for the Senate Residential Security Program.

OSEPC Administration

OSEPC Administration requests two additional FTEs to support the development and maintenance for all aspects of the Senate Test, Training, and Exercise Program. Work involves coordinating, designing, and implementing training and exercises, to include both classified and unclassified Senate life-safety and continuity programs. These FTEs will also develop annual short and long-term training and exercise goals, schedules, and guidance.

Access Control and Transportation

Access Control and Transportation (ACT) requests five additional FTEs to supplement current staffing levels in Parking Operations (4 FTEs) and Transportation and Fleet (1 FTE).

Identification and Access

The Identification and Access Office is requesting level funding in FY24 for the production of identification badges for Senators and their families, staff, interns, Pages, support staff, credentialed Congressional press, and liaisons approved by the SAA. The Identification and Access Office coordinates with the House of Representatives and USCP to ensure badge issuance policies are standardized to meet security requirements.

Parking Operations

Parking Operations is requesting four FTEs in FY24 to will ensure adequate coverage of Senate parking lots and associated kiosks, which require daily monitoring and issue resolution, as well as maintaining presence during construction projects and scheduled events impacting the Senate. The Parking Operations office manages space availability in Senate parking lots and streets for Senate staff, provides onsite customer service and emergency assistance, including jumpstarts, vehicle entry, and damage claims. Staff collaborate with the Senate Committee on Rules and Administration, USCP, and Architect of the Capitol to issue and secure parking for permit holders throughout the Senate campus.

In order to enhance the security and safety of parking areas, Parking Operations requested improvements on all five fenced lots, including kiosk renovations, barrier installations, and parking configuration enhancements. The office also staffs and monitors additional parking lots and streets at alternate facilities during emergencies and training exercises. Parking Operations will purchase additional handheld devices and the necessary software to instantly identify vehicles by scanning permit barcodes, capturing photos, documenting, and printing parking violations or other associated issues.

Transportation and Fleet Operations

The Transportation and Fleet Office is requesting one additional FTE to cover the increased requests for vehicle transports of Senators, as well as continued minor maintenance of SAA fleet vehicles and assist with the additional coverage of the expanded shuttle bus route.

Emergency Preparedness (EP)

For FY24, Emergency Preparedness requests a total of three additional FTEs. One FTE will join the Emergency Equipment team to enhance its ability procure, store, deliver, and life cycle manage over 20,000 items of emergency equipment supporting the Senate community. The remaining two FTEs will perform duties supporting both classified and unclassified life safety planning, including Disaster Response and Recovery, community outreach, and initiatives. These two FTE will enhance SAA EP customer focused efforts to ensure the safety of Senate community members.

Annual activities performed by SAA EP include, but are not limited to, focusing on the needs of the Senate community by (1) helping develop and update individual Senate and Committee office emergency action plans, and continuity of operations plans; (2) identifying evacuation routes, relocation areas, and internal relocation sites, including coordinating with Capitol Police for the safety and movement of mobility challenged individuals during emergencies; (3) acquiring, distributing, managing and providing training on the use of emergency equipment; (4) delivering virtual and self-paced learning for the Senate community to take at their convenience;

and (5) conducting multiple drills and exercises designed to increase the Senate community's preparedness to respond to and recover from emergencies.

Contingency Programs (CP)

For FY24, SAA CP requests level funding and two additional FTEs. One FTE will focus on the logistical activities associated with managing contingency facilities, resources, and supplies, including individual office and committee continuity fly-away kits. This position will also create and maintain accurate records of inventory and develop plans to execute deployment and distribution of equipment and supplies to relocation sites, as well as perform inspections and walkthroughs of contingency facilities and monitor and report on the status of Senate continuity resources and capabilities. The second FTE will perform analytical and planning duties under the supervision. As the continuity portfolio continues to grow and mature across the spectrum, additional planner support is needed to manage the increasing number of unclassified and classified capabilities.

Member Outreach and Security Coordination (MOSC)

The two FTEs requested will respond to the increased demand for security support to Senators and staff in the District of Columbia (DC) and state offices. Support includes security awareness briefings for Senators and staff, arranging security escorts for Senators during travel, and coordinating with local law enforcement for events in the home State.

MOSC engaged in active outreach and discussions regarding active threats and criminal cases directed at Senators and staff, and use a suite of online tools to monitor social media for actionable threats against Senators and reports them to law enforcement. MOSC also participates in security awareness briefings for Senate office staff alongside USCP counterparts and develops security training for Senators and staff. Working with USCP, they provide offices with a final product highlighting the overall threat level, specific areas of concern, and local law enforcement contact information.

Through an extensive outreach initiative, MOSC has completed approximately 1,228 law enforcement coordination and assessment requests, 2,182 law enforcement escort and travel notification requests, and 98 rest overnight notifications and enhanced patrols during FY22. The total number of travel escort support jumped from 1,581 requests in 2021, to nearly 2,200 in 2022. This represents a 40% increase, and we are on track to exceed those total requests in FY24. The SAA will benefit from an additional specialist by ensuring Senators' security requests are handled in a timely manner, beyond core business hours.

Security, Planning and Police Coordination (SPPC)

The new Senate Residential Security Program will assist with the costs and coordination of certain residential security upgrades to reinforce the security of Senators and their families. We request four additional FTEs to support this endeavor. These additional personnel would manage the program and its related financial and administrative requirements. We are requesting a fifth FTE to help monitor and plan for the large volume of ongoing security projects on the Congressional campus.

Our efforts during 2022 included coordinating 1,402 Senate campus access requests including security coverage for 525 committee hearings and 117 Senate-specific security support requests, such as security sweeps and security modifications of office space. Further, SPPC partnered with the USCP to support 17 residential security assessments for Senators. This team also conducts bi-monthly Security Awareness Briefings for the Senate staff.

Senate Operations Center (SOC)

I've already discussed the new SOC and its role as the information and situational awareness hub for the Senate Community. The SOC is currently staffed with a Director, Watch Manager, three two-person watch teams, and an administrative support specialist. For FY24, the SOC requests level funding and one additional FTE to perform duties as the SOC Information Management Specialist (IMS). The IMS is a technical professional who maintains technology systems and applications and provides training on the SOC's incident management, knowledge management, situational awareness, Geospatial Information Systems (GIS), communications, and information technology (IT) platforms and solutions. The IMS will develop, maintain, and train SOC and other SAA staff as needed on situational awareness solutions using GIS platforms for real time situational awareness. The addition of this position will allow SOC Watch standers to devote all efforts to the SOC primary mission while the IMS ensures the SOC possesses and is trained on the necessary technology and tools to be successful.

SUPPORT OPERATIONS

The FY24 budget request for Support Operations includes \$4,000,000 for Facilities Management and \$171,000 and two FTEs for Photographic Services.

Facilities Management

Facilities Management requests a \$4,000,000 increase to support the move out cost from the Postal Square building. The occupancy agreement for the Postal Square building expires in May 2024 and Facilities Management is working with the Architect of the Capitol and the General Services Administration to identify space for support staff. Following a recent internal workspace survey, the amount of space required will be approximately two-thirds less than what is currently occupied. We are hopeful that new space will be in close proximity of Capitol Hill, which will allow us to utilize the current shuttle infrastructure offered by Fleet and Transportation Services.

Photographic Services

Photographic Services requests \$171,000 and two FTEs in FY24 to provide photographic services for Senate offices and committees. The SAA Photographic Services team manages and maintains a unified digital photo browser application that provides Senate offices with a secure, accessible archive of all photos accumulated during a Senator's term in office. Currently, the photo browser contains more than 1.5 million photo image files. Having surveyed Senate offices, Photographic Services is finalizing the procurement of a new photo browser, which will be more modern and customer friendly. This will give the Senate community access to a unified repository of photographs with the ability to order a preexisting or uploaded image. In FY22, our staff covered 3,307 assignments, photographing over 92,000 images, and producing more than 25,000 photo prints. In FY24, Photographic Services looks to purchase new camera kits with improved technology that facilitates real-time transmission of imagery to Senate customers. This new functionality will provide high-quality, professional imagery to Senate staff during key events, which compliments their growing demand of social media and mass communication content.

Joint Office of Training & Development

The Joint Senate Office of Training and Development (T&D) requests level funding to provide employee training and development opportunities for Senate learners. There are two sections within the department: Technical and Performance Skills Training along with Health Promotion. Technical trainers provide documentation and training for Senate-supported software packages through instructor-led classes, one-on-one coaching sessions, and demos. Performance skills trainers provide courses, one-on-one coaching, and facilitation for all Senate staff in areas including management and leadership development, staff development, and office/team development. Training & Development will design and implement additional online resources for training through the new Cornerstone software suite of tools, which will allow Senate staff to optimize efficiencies across departments working on performance, learning, compensation, and succession.

The mandated Health Promotion section provides activities and events for the Senate community that promote healthy living. Each year, this section coordinates and hosts the two-day Wellness Fair, which supports on average 3,000 participants. The fair offers health promotion activities, such as screening for glucose, cholesterol, and blood pressure; exercise demonstrations; and seminars on topics including healthy eating and cancer prevention. In addition, Health Promotion serves the Senate community by hosting four blood drives each year and providing quarterly Stop the Bleed training.

Printing, Graphics & Direct Mail

Printing, Graphics and Direct Mail (PGDM) request level funding in FY24. This department plays a role in constituent mail and newsletters, printing Floor Charts, document digitization and preservation, logistics, and secure offsite transfer of Senate material.

PGDM is focused on providing services to Senate offices that enhance the customer experience and respond to customer needs. Direct XPress, an innovative web-to-print storefront solution, has enhanced the customer experience of ordering services from PGDM and has cut processing time by 90%, saving time, money, and supplies.

PGDM has worked with the Secretary of the Senate, the House of Representatives, and the Architect of the Capitol to streamline the steps related to flying flags over the Capitol. The Layout and Design Team has created a user-friendly template in Direct Xpress to allow offices to order flags, easily search and retrieve orders,

proof their certificates online and send the necessary forms to all stakeholders. So far, this fiscal year, 33 Senate offices ordered 405 flag certificates.

Our Digital mail service is in high demand and utilized by eighty offices. PGDM's heat press, which generates professional quality products, such as table coverings, to provide Senate offices with better visibility at Town Hall meetings and other events has been used by 18 Senate offices for a total of 89 custom-printed table coverings.

Senate Post Office

The Post Office requests level funding and continued support of a security maintenance contract at the offsite mail screening facility. In FY22 and FY23, new and enhanced security video equipment has been installed at the off-campus Mail Screening facility. The enhanced, and newly added cameras, provide additional and newly added cameras, provide additional functionality with clearer imagery, storage, and zoom capabilities. Other features include remote viewing capabilities, which could be utilized by USCP during an HMRT response, and an ability to capture clearer images of mail processed within the bio-safety cabinets. The new cameras and DVR provide necessary components in ensuring employee safety for Post Office staff and USCP First Responders.

Within the Senate Post Office, staff screens and delivers mail and packages to more than 180 locations within the Capitol complex, while providing a messenger service to multiple locations throughout the Washington metropolitan area. In FY22, the Post Office safely processed and delivered more than 4.9 million incoming mail items, while intercepting 17 suspicious mailings that required an immediate response by the USCP. We prevented the delivery of an additional 734 suspicious mailings that required further scrutiny by USCP.

During the pandemic, in conjunction with the United States Postal Service, the Senate Post Office established a free forwarding service for state offices to enable them to forward state office mail to DC for security screening, or to forward mail to a centralized location in their state and 51 offices now use this service. In addition, the Senate Post Office sorts mail for 78 Senate and Committee offices and delivers their mail to PGDM to be digitally imaged and returned to the office electronically.

CONCLUSION

Thank you for your support of the SAA and for the opportunity to discuss the SAA's accomplishments and our FY24 budget request. This budget remains focused on my three core responsibilities: the security and safety of Senators and staff, constituents and visitors; the security and reliability of the enterprise network that allows all of us to do our work; and innovative solutions to support the needs of the Senate community.

Senator REED. Thank you, General.
Chief Manger, please.

UNITED STATES CAPITOL POLICE

STATEMENT OF CHIEF J. THOMAS MANGER, CHIEF OF POLICE, UNITED STATES CAPITOL POLICE

Chief MANGER. Chairman Reed, Ranking Member Fischer, Members of the Subcommittee, thank you for the opportunity to present the United States Capitol Police Budget Request for fiscal year 2024. The Department greatly appreciates the subcommittee's consistent support of the men and women of the United States Capitol Police.

Congress' support has been invaluable in providing the resources needed to continue our transformation into a stronger, more protection-oriented law enforcement agency, while meeting dramatic workload increases in an increasingly volatile threat environment.

The Capitol Police is unique among Federal law enforcement agencies, we patrol a Campus that is completely open, and now that the Campus is fully reopened we again host millions of visitors

each year, all the while investigating evolving and increasing threats against Members of Congress and their families. The 2024 budget request reflects this reality.

In my testimony today I will present the fiscal year 2024 budget requests within the context of three general themes that explain the Department's forward trajectory. First, the enduring impact of all the deficiencies identified in the Inspector General's reports over the last two-and-a-half years; second, the Department's future challenges and continued transformation; and third, the need to usher in a new phase of protective policing.

First, I asked the Committee to understand that even with our recent staffing increases we remain significantly understaffed for an agency that has nationwide jurisdiction and responsibilities, and a growing mission, and increasing workload. Therefore, our past two budgets have been attempts to work toward right-sizing the Department by elevating its budgetary baseline to a more normalized level.

The fiscal year 2024 budget request incorporates a critical request to expand dignitary protection, our threat investigations, and enhance security operations for the Members of Congress and their families, both in D.C., and in their home districts.

Within the 2024 budget request, the Department is asking for increased salaries to fund 2,126 sworn employees at a full-year rate, and 78 sworn employees at half-year. The budget request also includes funding for 555 civilian employees at a full-year rate, and 81 civilians at a half-year rate. The general expense request is \$228.6 million. The total fiscal year 2024 budget increase is \$106.3 million.

I fully recognize the Department's requested increase is significant, but equally significant are the Department's growing responsibilities and challenges. The fact is, we engage in a no-fail mission every day, recognizing that there will be no tolerance for leadership or organizational failures. The Department's 2024 budget request reflects the reality that as the Department's mission and environment changes and evolves so, too, must its staffing and resources.

Therefore, I want to highlight six areas that continue to be central to our growth and transformation. They are: expanded dignitary protection capabilities, continued normalization of sworn and civilian staffing levels, enhanced intelligence capabilities, expanded capabilities to address threats against members, cybersecurity and investigative activity, expanded physical and technical security capabilities to secure the Capitol Complex, and strengthen training capabilities for recruit officers, in-service training, physical skills, professional and leadership development.

Over the last year the world has continuously changed, becoming more violent and uncertain. A member of Congress was brutally assaulted, and the husband of the former House Speaker was critically wounded in a politically motivated attack. Increasingly, sophisticated cyber tools are more widely available to malicious actors who employ them to infiltrate data networks and steal private information. The sheer increase in the numbers of threats against Members of Congress, approximately 400 percent over the past 6 years, requires new and innovative techniques, to identify, deter, and mitigate threats.

Upcoming elections, the political conventions, and the campaign activities that go along with them, and the increasingly heated political rhetoric, further heighten the prospect of future security risks and challenges. We must adequately—we must be adequately staffed to handle these events. We are not currently.

The United States Capitol Police traditional model of law enforcement no longer applies to the current landscape, the old approach to member security has been replaced by the need to protect the member's environment, as well as the member's family, both in Washington, D.C., and at their home.

Keeping you and your family safe is a paramount objective. There is, in fact, a new normal for our Protective Operations. The fiscal year 2024 budget request will allow the Department to transition to the next phase of its transformation.

I thank the Committee for its support, and greatly appreciate our continued partnership with the Congress.

We welcome any questions or comments.

[The statement follows:]

PREPARED STATEMENT OF J. THOMAS MANGER CHIEF, UNITED STATES CAPITOL
POLICE

Chairman Reed, Ranking Member Fischer, and Members of the Subcommittee, thank you for the opportunity to present the United States Capitol Police (USCP or Department) budget request for Fiscal Year 2024 (FY 2024 budget request). The Department greatly appreciates the Subcommittee's consistent support of the women and men of the U.S. Capitol Police, who courageously carry out their duties of protecting the Members of Congress, the Capitol Complex, and the legislative process each and every day. Congress' support has been invaluable in providing the resources needed to continue our transformation into a stronger, more protective-oriented law enforcement agency, while meeting dramatic workload increases in an increasing volatile threat environment.

The United States Capitol Police is unique among Federal law enforcement agencies. We patrol a campus that is completely open. The public has a constitutional right to visit, protest, or do an early morning run through this public forum. Our officers work 24/7 to keep you safe, whether here on Capitol Hill, when you travel to your home districts, or when you travel abroad as part of a Congressional delegation. We staff the doors, corridors, plazas, garages, and street corners—in sum, every square foot of the Capitol Grounds, which includes the Capitol, eight Congressional office buildings, as well as three Library of Congress buildings. Prior to the pandemic, the Capitol was visited every year by an estimated seven to ten million people from around the world. Now that the campus is fully reopened, the Department is once again managing this increased level of visitor activity—all within the context of evolving and increasing threats against Members of Congress and their families. The FY 2024 budget request reflects this reality.

Thanks to the Emergency Security Supplemental Act (Emergency Supplemental) and the enacted FY 2023 Consolidated Appropriations Act funding (FY 2023 budget), the Department was able to direct its efforts to bolstering salaries, general expenses, and mutual aid to partner law enforcement agencies as a stop-gap measure. These appropriations, while invaluable, represented the next step in the U.S. Capitol's evolution, not the final destination. Thus, the FY 2024 budget request is predicated upon the Department's continued transformation in a post-January 6, 2021 environment, one increasingly defined by evolving technologies, an increased threat climate, and a shift towards a more protective model of law enforcement. The Concept of Operations strategic plan being developed at Congress' request will further shape and define the increased staffing and resources needed to support the Department's expanded mission.

While the Department is not defined by the events of January 6, 2021, the structural changes and recommendations issued in the aftermath continue to impact our resource needs, as do the hiring delays and other lingering effects of the pandemic. In my testimony today, therefore, I will present the FY 2024 budget request within the context of three general themes that explain the Department's forward trajectory and support our request for the funding needed to keep us on that path:

1. The Enduring Impact of January 6 and the Pandemic;

2. The Department's Future Challenges and Continued Transformation; and
3. The Need to Usher in a New Phase of Protective Policing.

Enduring Impact of January 6 and Pandemic

In the last 2 years, the Department confronted two events of epic proportions that are unprecedented in our nation's history: the January 6 attack on the Capitol and the coronavirus pandemic. These transformative events directly impacted the Capitol community, particularly the men and women of the U.S. Capitol Police, who responded to each crisis with courage and resilience, adjusting and pivoting when needed, and within extremely compressed timelines.

The January 6 attack on the Capitol exposed failures and weaknesses within the organization that were profound. The more than dozen after action reports shifted the Department's priorities and accelerated the timeline for executing them. Working closely with the Congress to identify mission requirements in response to the attack, Congress appropriated \$106.06 million in emergency funding through the Emergency Supplemental. This emergency funding allowed the Department to provide hazardous duty pay and retention bonuses; increase staffing levels for the Intelligence and Interagency Coordination Division; formally establish the Howard C. Liebgood Center for Wellness; onboard trauma-informed Employee Assistance Program (EAP) and wellness specialists; procure additional civil disturbance equipment for our sworn officers; provide funding for our Dignitary Protection Agents to travel and protect Members of Congress; update Department technology to enhance intelligence analysis and investigative capabilities; provide iPhones to the entire sworn workforce for information dissemination; and support Department-wide and specialty training. The emergency appropriation also allowed for the installation of physical barriers at vulnerable vehicular access points on Capitol Grounds. Congress' support at that time cannot be sufficiently overstated—it was invaluable.

The audit and oversight review of the Department's response following January 6 was another pivotal point. The Department dedicated a significant amount of time and resources to the implementation of recommendations issued by the various stakeholders and oversight entities, including the USCP Office of Inspector General (OIG), the Senate Homeland Security Committee, the General Honoré January 6 Task Force, and other third party reviewers. The OIG alone issued approximately 103 recommendations. Thanks to the Department's sustained efforts, and the support of the Congress, the vast majority of recommendations issued have been addressed, and those that remain are on a glide path to completion. However, with over 2,000 individuals currently identified in connection with the attack on the Capitol, January 6-related investigations and prosecutions are expected to continue for the foreseeable future. This will require a continued commitment of Department staffing and resources.

The pandemic represented another historic and unprecedented event that required the USCP to quickly recalibrate and move to an entirely new operational and administrative model. While House and Senate office buildings were closed to the public, the work of the Congress had to proceed unimpeded and within strict pandemic safety protocols. Under these circumstances, the men and women of the USCP performed critical job functions with the additional risk of harm to their personal health. The Department had to manage delayed recruitment efforts due to the closure of the Federal Law Enforcement Training Center, a move that affected the hiring and deployment of new sworn officers—essentially bringing our sworn hiring to a halt. Low officer morale, and the public's declining confidence in law enforcement, put a further strain on the organization. Hiring within law enforcement remains challenging in the post-pandemic environment, not just for the Department but nation-wide, as men and women consider other options that provide a better work-life balance.

Future Challenges and Continued Transformation

January 6 and the pandemic were unforeseen crises that occurred in rapid-fire succession, requiring the Department to act quickly to triage operational priorities. Given the exigencies it faced, the Department's funding requests were submitted under an accelerated timeline and, as a result, the Department's overall resource and staffing needs were not sufficiently recognized or addressed internally in order to develop more appropriate budget requests. Thus, the FY 2023 and FY 2024 budget requests reflect a critical reality—that prior to January 6, the Department was operating at a reduced staffing and resource baseline. Subsequent requests, therefore, have been attempts to "right-size" the Department by elevating its budgetary baseline to a more normalized level, a level that will be further impacted by the recommendations contained in the Concept of Operations strategic plan under development.

The FY 2024 budget request incorporates both the lessons learned from January 6, as well as the Department's articulation of its vision for the future as it moves towards a more protective law enforcement model. It reflects the need to improve intelligence functions by increasing analytical expertise, and operational planning and support. It reflects the need to strengthen physical security, fortify the capability of Civil Disturbance front-line responders, enhance coordination with National Capitol Region partners, strengthen physical infrastructure, and expand dignitary protection and security.

Within the FY 2024 budget request, therefore, the Department is asking for increased Salaries to fund 2,126 sworn employees at a full year rate and 78 sworn employees at a half year rate, which equates to 2,165 full-time sworn employees. The budget request also includes funding for 555 civilian employees at a full year rate and 81 civilians at a half year rate, which equates to 596 full-time civilian employees. The General Expense request is \$228.672 million. The total FY 2024 budget increase is \$106,366 million.

I fully recognize that the Department's requested increase is significant. But equally significant are the Department's growing responsibilities and challenges. Unlike other law enforcement agencies, we have been asked in the last 2 years to develop and implement transformational structural and strategic changes within extremely accelerated time lines, while simultaneously maintaining the staffing and resources needed to carry out the Department's daily core mission. And the effort and manpower resource allocation that undergirds these efforts are not sufficiently recognized or understood. The opening of doors throughout the Congressional Campus exemplifies this challenge. Adequately staffing a campus door requires 3 to 4 officers per shift to ensure a proper level of security (3 shifts per day, often 5–6 days per week.) Long lines are not only an inconvenience to Members, staff, and visitors, they represent a security risk that, in these increasingly volatile times, the Department must address. While the "big picture" reforms are significant and important, staffing daily mission requirements are vital. We engage in a "no fail" mission every day, recognizing there is no tolerance for leadership or organizational failures post-January 6.

The Department's FY 2024 budget request reflects the reality that as the Department's mission and environment changes and evolves, so too must its staffing and resources. Therefore, the U.S. Capitol Police's FY 2024 budget request focuses on the nine areas that continue to be central to its efforts to grow and transform. They are:

- Continued normalization of sworn and civilian staffing levels;
- Enhanced intelligence capabilities;
- Expanded Dignitary Protection capabilities;
- Expanded capabilities to address threats against Members, cyber-security, and other investigative activity;
- Expanded physical and technical security capabilities to secure the Capitol Complex;
- Enhanced event planning, and command and control coordination;
- Enhanced response and special operations capabilities;
- Strengthened training capabilities for recruit officer, in-service, physical skills, professional development, and leadership development; and
- Enhanced administrative support infrastructure to support operational and mission-oriented requirements.

Even in the relatively short time since the FY 2023 budget request was submitted, the world has continuously changed, becoming more violent and uncertain. A Member of Congress was brutally assaulted and the husband of the former House Speaker was critically wounded in a politically-motivated attack. Increasingly sophisticated cyber tools are more widely available to malicious actors who employ them to infiltrate data networks and steal private information. The sheer increase in the number of threats against Members of Congress—approximately 400% over the past 6 years—requires new and innovative techniques to identify, deter, and mitigate threats before they materialize. Upcoming elections, the campaign activities that precede them, and the increasingly heated political rhetoric further heighten the prospect of future security risks and challenges.

Ushering In a New Phase of Protective Policing

The FY 2024 budget request accounts for these growing risks. The Department recognizes that new and evolving challenges will continue to emerge, rendering it imperative that the USCP be positioned, equipped, and resourced to meet and defeat threats to Members of Congress and the Capitol Complex. Strategic planning, forward thinking, proactive versus reactive policing is the new operational model

that is best suited to confront the operational challenges facing the Department today and in the future. The USCP's traditional model of law enforcement no longer applies to the current context. The old approach of Member protection has been replaced by the need to protect a Member's environment, as well as a Member's family. Keeping you and your families safe is my paramount objective.

The work the Department began prior to January 6, 2021, which has since been enhanced and fine-tuned through subsequent appropriations and the Congress' support, will allow the Department to transition to the next phase of its transformation. Informed by the Concept of Operations strategic plan that is under development, the move towards a more protective-oriented model of policing will better serve the Members of Congress and will increase the safety of the Capitol Complex. The Department's proposed reorganization plan complements this strategic vision. It exemplifies the reality that a strong organizational structure fosters positive change and growth, reinforces accountability, internal controls, and employee development. With the funding provided by the FY 2024 budget request, the Department will be able to successfully transition to the next phase of its evolution, further strengthening the ability of the men and women of the U.S. Capitol Police to carry out their vital mission.

While the Department has made significant strides towards right-sizing Department personnel and pivoting toward a more protective operational model, more work remains to be done. Thus, it is critically important to maintain this momentum. The USCP has risen to meet emerging challenges at every turn, and the FY 2024 budget reflects the Department's determination to continue this upward trajectory.

Madam Chair, we thank the Subcommittee for its support and greatly appreciate our continued partnership with the Congress. We welcome any questions or comments.

Senator REED. Thank you very much, Chief.

General Gibson, you mentioned modernization efforts that you have undertaken. Could you highlight some that you have accomplished, and the most significant ones that still have to be achieved?

General GIBSON. Certainly, Senator. Thank you. So, some of the ones I mentioned appear simple but not always so; such as creating portals, a security portal as well as the Direct Express portal that allows and facilitates the ordering of services from the Sergeant at Arms. The Passport Office is another one that I mentioned, as well as some of the tools that we are creating for emergency preparedness and accountability.

I mentioned the Senate Recording Studio renovation that will be a modernization project that will continue on an annual basis for a number of years. We also have things that we are trying to modernize in our Printing, Graphics, and Direct Mail division. But one in particular that I would like to mention, because it is a heavy lift for our CIO team, is the Unified Communications and Collaboration System, or UCC. This is a major effort to implement a modern and secure Senate communications platform, both on the Capitol campus and at State offices across the Nation.

It will create a mobile, collaborative, secure, and unified environment that is easy to use and supports communication and collaboration, anytime, anywhere, and on any connected official device, to include voice messaging, voice to text, video integration, conferencing, common directory, contact center, mass notification, and enhance 911 connectivity.

When a phone rings, or when the phone on my desk rings it could ring on my phone in my home. Because our legacy telephony systems must remain operational throughout this migration, our fiscal year 2024 costs will include licensing, support, and maintenance for the legacy components, until they are decommissioned with the project's completion next year. That is one of the principal

modernization efforts that we will be undergoing in the year to come.

Senator REED. And within this new system there will be a significant emphasis on security of the system so that hacking and intrusions will be minimized?

General GIBSON. Absolutely. Yes, Senator. And this is part of what drives the cost and makes it a more challenging upgrade for us, than simply replacing the phones on the desks.

Senator REED. And you have been coordinating with the Secretary of the Senate team on a number of initiatives. Could you give us an idea of those initiatives?

General GIBSON. So one that we are working through is to modernize pay processes with the Disbursing Office. That will affect all Senate offices and when completed should make life much easier for those Senate offices. I think that is perhaps the most significant one that we are coordinating with the Secretary of the Senate on. Yes.

Senator REED. Thank you very much.

General GIBSON. I think—you know, I also mentioned closed captioning, that is a modernization effort, and will be a capability that constituents, and our broader Senate community will benefit from. And that is also a significant ask in our budget request for \$695,000 to provide that capability.

DIGNITARY PROTECTION

Senator REED. Thank you very much, General.

Chief, just a clarification, when you speak of dignitary protection, are those visitors to the Capitol, and they are not members?

Chief MANGER. No, I am talking about the protection that we offer to the leadership, and threat-based details.

Senator REED. Yes. So those would be the individuals who have basically 24-hour coverage by the Capitol Police.

Chief MANGER. That is correct.

INTELLIGENCE SHARING WITH FEDERAL AGENCIES

Senator REED. I understand. Can you comment on the intelligence sharing progress that you have made with other Federal agencies? And anything in this budget that would be directed at enhancing that sharing?

Chief MANGER. We have hired, about a year ago, a little over a year ago, a new Director of Intelligence, he has built, what I believe, is a world-class intelligence operation. It wasn't a difficult challenge to raise the bar on our intelligence operation, but what he has done, I mean in terms of our ability to gather intelligence in the first place, to share it with other agencies, to operationalize that intelligence for our operational planning, and to disseminate that information to those who need to have the information, have all been—we have put processes in place to do all of those things.

We continue to put members of the U.S. Capitol Police, our civilian analysts, in taskforces around the region so that we have our folks spread out in the intelligence community to ensure that information we have is shared with them, and information they have is shared with us. But probably one of the most important things

to my officers is the fact that everyone was issued a cell phone, and they get daily intel briefs, every day, over their phone.

HIRING CHALLENGES

Senator REED. Very good. You mentioned the biggest challenge is staffing, and I don't think that is unique to the Capitol Police. As I travel throughout Rhode Island, and I am sure Senator Fischer, and Senator Murray, hear the first thing. Recruitment to Police Department, Fire Department, Public Safety organizations, is very, very challenging. Are you running into those problems of recruiting?

Chief MANGER. Not as much as my colleagues from around the country. And I think that is due to a number of things: That the retention bonus that we have been able to offer, and that we plan to offer at fiscal year 2024 as well, that has really lowered our attrition. But also, the change in the pay scale, made us competitive in terms of being able to attract applicants in the first place.

I have put other strategies in place where we have waived the mandatory 57-year-old retirement, bumped it up to 60. You would be surprised how many folks that are at 57 years old and don't want to leave and—or would be willing to stay for a few extra years.

So we have put a lot of strategies in place to reduce attrition and increase retention, and I think it is making a difference for us.

Senator REED. I will just note, 57 is very young in the Senate.

Chief MANGER. I will take your word for that, Senator Reed.

Senator REED. Thank you. I have a question, but I will wait until the second round, General.

Senator Fischer, please.

Senator FISCHER. Thank you, Mr. Chairman.

General Gibson, in your opening comments you were talking about, in regards to the budget, and new hires, and your expansion there, could you—would you like to highlight any of those specific new hires? You went through a list of them, but could you highlight some and say why you decided that these were the hires that you needed?

General GIBSON. Certainly, Senator. As we stand up the Residential Security System Program, we are requesting specifically five FTEs, that is for a security engineering specialist, an expert in physical security enhancements, and construction, a financial administrative specialist, since there will be a significant amount of money that we deal with in this regard, two program managers and a senior program manager.

Some of the other ones that we are asking—

Senator FISCHER. Do you see that program growing in the future?

General GIBSON. I do not see it—we are estimating perhaps a participation rate of 50 percent, and you know, it is going well so far. Actually, approximately half of the senators who are currently in office have had residential security assessments. In the last year—or this year alone, I think we have had 25, and another 12 who have requested them.

So the interest in having the surveys and receiving the recommendations has been strong, but I don't know that we will see it grow, and increase, you know, once one has a duress button—

Senator FISCHER. The set up—instead?

General GIBSON. Yes. Yes. But it is not something that I would see us asking for additional people for in out years.

Senator FISCHER. Okay.

General GIBSON. Yes. Some of the other requests that we have made, we have two for our emergency preparedness team that will be replacing the escape hoods, Victim Rescue Units, and the emergency supply kits around the Capitol buildings. Two, for our continuity programs to help ensure that we are prepared to execute Enduring Constitutional Government functions; two, for our member outreach and security coordination; for things like, law enforcement coordination and, transportation security requests.

And in particular, as the Department stands up and moves towards this stronger protective operations capacity for our Senators, writ large, to look at their personal security, I would probably seek to have an embed in the Protective Intelligence Operations Center, much as we have now on the seventh floor in the Command Center.

Senator FISCHER. When you talk about the Operations Center, the Senate Operations Center; what is your vision for that? And how does that request align with it?

General GIBSON. So we have a Senate Operations Center now, Senator. The only additional request I am making there is for an information manager. The personnel are on board and fully hired for our Senate Operations Center, which is complementary to the Capitol Police Command Center, and focuses specifically on Senate needs and communication with the Senate community.

In the future, as the Department stands up a broader protective operations capacity, we will perhaps take someone who is already resident in our staff, and position them there.

Senator FISCHER. Okay. You have also, in your opening comments; you were talking about our State offices.

General GIBSON. Yes.

Senator FISCHER. And staff, and the physical and cyber security that is needed there. You described some of the opportunities, such as the setup in the basement of Russell. Are there any other initiatives, or ongoing work that you are doing with our State offices at this time?

General GIBSON. I am very proud of our State Office Operations Center, and the demonstration room has just been terrific. I very much appreciate the support from the Rules Committee, and others, to allow us to do that. And really to reach out to senators directly to show them some of the enhancements that they could have in their State offices. That team is very responsive to emerging requirements, whether it is flooding, wildfires, and other things. And most recently they have been fielding satellite radios, or satellite communication devices to senators for use in emergencies in some of those State offices, in the event of an emergency that takes out communications.

We also are working with them on capabilities to identify, in very short time, threats to Senate offices in the vicinity there, whether

it is a violent activity of some kind, a building lock down, a fire, or whatever. And these are some of the initiatives that we have been pursuing.

Senator FISCHER. Thank you.

TRAINING IMPROVEMENTS

Chief Manger, in your budget request there is a section that details open GAO and Inspector General recommendations, and several of those instruct the Department to provide additional, more realistic and hands-On training for your officers. In your budget request, how does that align with the priority to provide better training for your officers?

Chief MANGER. So we have recently begun doing active shooter training in the Senate and House Office buildings themselves, as well as the Capitol. This is exactly what the recommendation talked about, training where folks are actually working.

In addition to that, we have gotten a number of, what we call “virtual machines”, they are virtual training pods where we can do any number of—types of training, whether it is use of force, whether it is de-escalation, any number of different kinds of training that can be done with the virtual machines.

So we are ensuring that with—even with the staffing levels that we have, that we are able to train officers without actually removing them from their posts and making them go to the Academy, we are trying to do the training here, on the Campus, which allows us more options.

SWORN WORK-LIFE BALANCE

Senator FISCHER. And you know, when we arrive here in the morning, we see your officers greeting us every day when we come to work, and we form relationships with them. When we look at the needs that they have, and to really take time off to spend time with their families, how do you balance the personnel to be able to take those scheduled leaves, and be able to use their overtime to address these mission requirements?

Chief MANGER. So this has been the—one of the main reasons we have tried to increase our staffing levels over the past several years, because we still are forcing officers to work overtime that they wouldn’t necessarily volunteer for. We are holding them over at the end of their shifts, you know, canceling days off to make sure we have enough folks for a particular event.

And I know that this is not a sustainable strategy. And the only way we are going to be able to fix that is to get our staffing levels up to what I have asked for in fiscal year 2024, so that we will have the ability to ensure officers get their days off, and have the—that appropriate work-life balance.

Senator FISCHER. Thank you.

Senator REED. Chairwoman Murray, please.

Senator MURRAY. Thank you. Thank you Chair Reed, and Ranking Member Fischer. Delighted to join you today as we continue to work to return to regular order for the first time in years, and pass our funding bills in a responsible way.

This hearing is really an important opportunity to make sure we are providing the people who protect us, and our staffs, and our Nation's Capitol, with the resources that they need.

Sergeant at Arms Gibson, I would like to thank you and your team for the dedication you all show each and every day, your office plays a really crucial role keeping the work of the people running smoothly, and we have seen that work continue to evolve and improve since you joined in 2021.

The Senate Sergeant at Arms helps each of our offices work effectively for the people that we serve, by improving the internal Senate communication, that you talked about, keeping our technology safe, and effective, and up to date, preparing for emergencies, and maintaining an open environment for constituents, and visitors, and a lot more.

Chief Manger, I would like to thank you and all of the Capitol Police for the work you do to keep everyone who works here safe. Every day, and every hour members of our staff are here—members of your staff are here keeping an eye out for all of us who work here in the Nation's Capitol, and everyone who comes to visit.

I am incredibly grateful to you, and all the Capitol Police Officers, for working so hard, for putting in late hours, like you just talked about, for sacrificing weekends, and a lot more, to keep everyone safe. And I know it has certainly not been an easy few years. We owe a lot to both of your agencies, starting with making sure you have the resources to do your jobs.

So I am really glad to have this opportunity to hear more today about your agency's needs for the year ahead.

Sergeant at Arms Gibson, let me start with you. You know, across the country our workers are facing some very real barriers to obtaining and retaining employment, including livable wages, and quality, affordable child care, critical mental health supports, wellness programs, resources for education and training, and that challenge, I know is reflected here in the Senate as well.

We really rely on the men and women who work hard every day to support this institution. So we need to work to address those barriers. So I want to ask you today: What programs are most critical to supporting the SSA workforce? And what would they mean for your workforce if they were funded?

General GIBSON. So in terms of supporting the workforce, both my own, and those who work for our offices and committees, our most significant request in this budget is for the Employee Assistance Program. I am requesting two additional FTEs. Those are counselors that would support, and I should back up to talk about, briefly, the significant increase in utilization that we have had. 30 percent over 2021, in 2021—

Senator MURRAY. 30 percent increase.

General GIBSON. 30 percent increase in utilization, 74 percent of the Senate staff have accessed EAP services across 90 percent of the Senate offices, for an increase, in 2022, of 30 percent over what we saw in 2021. So hiring these two additional FTEs, in particular, will help with virtual after-hour support for people working in State offices on the West Coast, for instance, or for people who are working later at night, or cannot come in during the day because of committee, or other work that they are doing.

We are also requesting \$307,000 to augment wellness resources, and some of that is for purchasing apps that are available much like it is done in the House; nutrition apps, consumers' checkbook, mindfulness apps. But it is also to expand dependent care resources, we would like to contract with Life-Care for back-up child care and tutoring services; this is a service that would help staff with locating, and assist with paying for, adult or child care when regular arrangements have fallen through, and that staff member must still come to work.

The House already provides this support, we would be leveraging their contact—their contract to do this. But that is our most significant budget request in terms of taking care of our staff. Other things that we appreciate are the ability to fund Senate provided professional certification, whether that is licensing for our counselors, for some of our CPAs, project managers, that has been approved periodically by the Senate, it is in effect right now and we benefit from that tremendously.

Senator MURRAY. Okay. Thank you. Those are really important. I appreciate that. And I want to ask you about the residential security program for senators' homes. How is the role out of that program going, and have had you any chance to review any of the lessons learned that we should know about?

General GIBSON. Certainly, so it is going well. We have a bit of enthusiasm for participation. As I mentioned, we have had 25 surveys so far this year, that- is 25 percent, obviously, of the Senate, a third of the year in, with another 12 requests for services that are—or for assessments that are on the books, to have Capitol Police physical security experts go out and identify things that could be done at the homes. We look forward to being able to provide the first installations of some of that additional support later this summer.

Some of our initial lessons learned, I think it has been largely positive. I have been able to participate in surveys here in the Washington, D.C., area, just to ensure I understood how they were conducted, and how that went. So in terms of identifying alarms, intrusion detection systems, a need for duress buttons, flood lights, deadbolts, lock work, et cetera, it has been very appreciated by those Senators and Senate spouses with whom we have worked so far.

Senator MURRAY. Okay. Thank you very much.

RETENTION BONUSES

Chief, I know that you and your team have been very focused on addressing the recommendations that resulted from the events of January 6, 2021, and are working to continue to enhance the capabilities to meet emerging mission requirements. Those are all costly initiatives, but I am glad that we have been working to provide you the resources that you need for that.

But I also know that your workforce spends time away from their families, and makes a lot of personal sacrifice, you just mentioned that in your comments. I want to make sure we are focused on all their needs as well, while we fund those mission-critical items.

Over the last couple of years, you have increased your sworn hiring and training to bolster your sworn workforce. Have you found

the retention bonuses we were—where the fund have helped to curb attrition?

Chief MANGER. I think there is no question that that has helped. I mean, but in addition the—just changing the pay scale which was done last year, helped as well. And so we, I think it is—we had 2,037 employees accepted last year, we are getting ready to put it out again. And I expect a similar response. But the difference this year is, many of the officers that were hired right after 9/11 are now becoming eligible.

And we have between 300 and 400 officers that are eligible to retire now. So I think it is very important for us to not only continue the retention bonuses but to, as I mentioned earlier, waive the mandatory retirement age up to 60, so hopefully that will keep some of the officers around for a couple extra years.

Senator MURRAY. Okay. And have you been getting the support you need from the Federal Law Enforcement Training Center?

Chief MANGER. Absolutely. As you know, during the pandemic that was the choke point. They shut down for the better part of a year, and so we had—we were doing zero hiring, and we are still, actually, recovering from that, but they have given us all the assistance. In fact, we have multiple classes ongoing for most of the year.

EMPLOYEE IN-HOUSE ASSISTANCE PROGRAM PARTICIPATION

Senator MURRAY. Okay. And I am really glad that you were able to launch the Wellness Center for Members of the Capitol Police, obviously named after Officer Howard Liebengood. As I mentioned in the Emergency Security Supplemental Appropriations Act, and in the Omnibus, we were able to provide funding to continue to build on that effort. Are your employees using the In-House Employee Assistance Program?

Chief MANGER. Yes. There is always room for improvement. We are aware that oftentimes, folks that choose public safety for an occupation are hesitant to ask for help. And we are trying to overcome those barriers. But we have had, actually, a very good response. The Center is fully focused on outreach and awareness for all USCP employees sworn and civilian.

So we can continue to track the utilization, and the service requests, and we have seen these numbers increasing as time has—

Senator MURRAY. And real quickly, can you just tell us what your future plans for the Center are as you try to meet the needs of your employees?

Chief MANGER. You know, we always have to be an employee assistance organization, but I think what makes us unique is we have trauma-informed counselors, so that when we have folks that have gone through a crisis that we can provide services for them.

But we are also making sure that we are listening to the users, listening to our workforce, and say, you know, what is it that you would like; whether it is, yoga, meditation, physical fitness, nutrition, coaching, peer support? We are asking our workforce what is it that you would like that we may not be offering yet?

Senator MURRAY. Okay. Thank you. Thank you very much, Mr. Chairman.

Senator REED. Thank you, Madam Chairwoman.
Senator Van Hollen, please.

HIRING TO CLOSE THE STAFFING SHORTAGE

Senator VAN HOLLEN. Thank you. Thank you, Mr. Chairman. And thank both of you for your leadership, and for the participation, and good work and service of all your teams, in making sure that our Capitol can be safe, and functioning well. And many of the folks who work for each of you are my constituents in Maryland, and it is always good to see them here every day, performing their duties for our democracy.

Chief Manger, as you have said in your testimony, Capitol Police have been under tremendous pressure, we had COVID, we had January 6, and you saw, in the aftermath of those events, attrition. As you just mentioned, you are also facing the fact that a lot of folks who join the force after 9/11 are now eligible for retirement.

I know you have spoken a little bit about how the budget you are requesting will address those issues, but can you specifically talk about the numbers of folks that you need to bring on in order to close the gap? And how confident are you that the measures you are asking for in this budget will allow you to reach your goals?

Chief MANGER. Well, first of all, I am very confident that if we are able to reach the levels for our salary, budget, to raise the number of people that we can hire, that that will go a long way to solving these attrition issues.

I mean, there is one big reason that we are facing the attrition that we are facing; and that is that officers are being burnt out. When you have your days off cancelled, when you are at the end of your shift and your sergeant comes and tells you: Oh, by the way, you have got to work 6 or 8 more hours because we are short on the next shift. I mean, those are things that just, after a while, will demoralize your workforce. And this is, this happens much too often in our daily work days.

So the only way that we are able to solve that is through increased staffing, both in our Uniformed Services, but what we are also finding, is in our Dignitary Protection. Those officers that are traveling with leadership, traveling with CODELs to provide protection all over the country, all over the world, that those were short there as well.

And so that is why we asked for 64 additional DPD agents last year, and additional ones this year, so that we could get those staffing levels up to a point where those folks could see their families. This still remains one of the biggest challenges that we face with the Capitol Police, is trying to balance that work-life balance for our employees.

FALSE NARRATIVES SURROUNDING JANUARY 6

Senator VAN HOLLEN. Thank you. In I think, February or early March of this year, Speaker McCarthy authorized the release of more than 40,000 hours of security footage from the awful events of January 6. He released them to former Fox News Host, Tucker Carlson, who then used them to create a false narrative surrounding the events of that day, concluding that the attack on the Capitol was, quote, "Mostly peaceful chaos," unquote, and that,

quote, “The footage does not show an insurrection or riot in progress.”

Chief Manger, Tucker Carlson is now no longer with Fox News, but a lot of the damage has been done. Can you talk about the impact this false narrative has had on the men and women who work for you?

Chief MANGER. The following day when he did that program, I put out a message to all of my employees, and I talked to them about what—the narrative that he tried to put forth, how disrespectful it was to the men and women of the Capitol Police. And I think what was fortunate, is that that narrative that Mr. Carlson tried to put out had no legs. I think most folks understood exactly what it was. And so I think that was very gratifying to the members of the Capitol Police, to see that the public did not agree with that assessment.

I appreciate that. And I agree with you, that despite his best efforts, the American public understood exactly what happened on that day, and that it was not the narrative that he put out.

Ms. Gibson, thank you and your team as well, for all that you do. Obviously, one of the critical functions that you have, together with the Chief and the Chief’s team, is security here at the Capitol. And we want to make sure we provide that security. We also, of course, want to make sure that the Capitol remains open as much as possible to the public, so that lawmakers are accessible to the people they represent.

Senator Blunt and I had previously introduced—former Senator Blunt and I, had previously introduced legislation to make sure we did not have a permanent wall, and I know that no one is proposing one. You have outlined some of the—you plans, I think, to develop some criteria.

General GIBSON. Mm-hmm.

Senator VAN HOLLEN. For when you would put up temporary fencing, under emergency situations, which is certainly understandable and justifiable. Could you talk a little bit about the time line for all of that?

General GIBSON. Thank you, Senator. We are working collaboratively, across the Capitol Police Board, to establish some general guidelines, not requirements, for how we would make decisions regarding the implementation of security measures like that, based on the imminence of a threat, the credibility of a threat, the size of the threat, the ability of the Capitol Police to respond to a potential threat.

As well as, if we did not have a fence for instance, what other resources would we apply, and what would the cost of that be. And I think that we have demonstrated—in the past the Board has demonstrated wise use, constrained use of the fence for select events such as the State of the Union Address, and has not seen a need to erect the fence for other kinds of events.

So even though we have not yet finalized what that kind of framework and guidance would look like, I think we have operated well, in terms of making those decisions in the past.

Senator VAN HOLLEN. Thank you. Thank you both. Appreciate it.

Senator REED. Thank you, Senator Van Hollen.

I just have a few questions. General Gibson, you are the Chair of the Capitol Police Board, which is an inherently difficult job, not many police departments are led by committees, so you have got your work cut out for you. But in the wake of January 6 there was, I think, some justifiable criticism of the Board's actions, and the Board's abilities. Can you please tell us what you have done, together with your colleagues, to improve the Operational Board, and the supervision of the Capitol Police?

General GIBSON. Certainly. Thank you, Senator. I appreciate that question. I would start by thanking Congress for the statutory change in 2021 that allows the Chief to call on resources in an emergency without convening the Board to do so, and I think that was an important change that has certainly made the security response far more agile.

The role of the Capitol Police Board is to hire and supervise the Chief of Police, and to provide oversight of and support to the Capitol Police in the execution of their mission, while serving as a touch point between the Police and Congress.

And I think we have done this, you know, through our regulating of policing on the Campus, traffic regulations, reviewing and approving the overall security measures, and establishing broad policy guidelines to manage the Department.

Our decisions do, generally, require consensus, and a consensus that is acceptable to all, which is especially important in this bicameral, bipartisan environment, to arrive at security decisions that provide for the security of the entire campus, and the people who come here, while facilitating operations.

I think an example of one that we would—that I could point to where we, as a Board, have worked collaboratively to develop a solution would be, the Department's hiring of contract security officers. As the Chief, you know, examines the security shortage, and the personnel shortage, and identified some, potentially, short-term and long-term solutions to that.

One that was proposed was to deploy contract security officers at select secondary locations within the building, say, as people are getting on or off of the subway. They have already been through screening and magnetometers; perhaps it doesn't have to be a sworn officer there. And we work together with the Department to develop a proposal that would both meet the Department's needs, was respectful of the feedback that we received from our key stakeholders, and was performed with an understanding of the budgetary implications.

And so this is, I think, an example of a way in which the Capitol Police Board can work collaboratively, outside of emergency situations, to develop a solution.

As I noted in my oral statement, I am especially proud that the GAO has determined that a finding from 2017 that had been previously unresolved that said that we were not following good governance measures that they have said, based on our update of the manual of procedures, and are following our manual of procedures for the last 18 months, that they now find us to be in good standing with the best practices of governance, of oversight boards like this.

And I think that is also a testament to the progress that my fellow Board Members and I have made.

MUTUAL AID AND COLLABORATIVE POLICING

Senator REED. Thank you. And just finally, Chief; the General pointed out that you have the authority in a situation to call upon additional support, if necessary, which raises the issue of mutual aid, practical, coordination, on a constant basis, with other departments, both the Metropolitan, and Washington, D.C. Police, surrounding Community Police, Federal agencies. Can you just come at about how we are doing in that regard?

Chief MANGER. We are doing very well. And I can say that with great confidence, because we have utilized those agreements that we have put into place many times, whether it is just getting a couple of police departments to send us a civil disturbance unit component for a large event that we might be having, or getting, you know, eight to ten different agencies here to provide us with the assistance.

So it is something that not only have we put into place, we have dozens of MOUs with agencies in and around the D.C. area, but we have put it into practice enough times that it is pretty seamless.

Senator REED. Thank you very much. I want to thank both of you for your dedication and your service. And I particularly want to thank all of your uniformed and non-uniformed personnel who do so much each day.

And as one of my colleagues said, as we come in the morning we are greeted, and we feel, I think, a little bit more secure as well as a little happier when we see the Capitol Police, and your personnel, General Gibson. Thank you.

ADDITIONAL COMMITTEE QUESTIONS

[The following questions were not asked at the hearing, but were submitted to the agencies for response subsequent to the hearing:]
No questions were submitted.

SUBCOMMITTEE RECESS

Senator REED. With that, I will to declare the hearing adjourned.
[Whereupon, at 4:27 p.m., Tuesday, April 25, the subcommittee was recessed, to reconvene subject to the call of the Chair.]

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