

BUDGET JUSTIFICATION

FISCAL YEAR 2017

GPO

U.S. GOVERNMENT PUBLISHING OFFICE

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January 25, 2016

The Honorable Tom Graves
Chairman
Subcommittee on Legislative Branch Appropriations
Committee on Appropriations
U.S. House of Representatives
Washington, DC 20515

The Honorable Shelley Moore Capito
Chairwoman
Subcommittee on Legislative Branch Appropriations
Committee on Appropriations
U.S. Senate
Washington, DC 22150

Dear Chairman Graves and Chairwoman Capito:

I have the honor to transmit herewith the appropriations request of the U.S. Government Publishing Office (GPO) for FY 2017.

Strategic Outlook GPO is transforming from a print-centric to a content-centric publishing operation. Our implementation of a digital transformation is consistent with the goals outlined in President Obama's Roadmap for a Digital Government (*Digital Government: Building a 21st Century Platform to Better Serve the American People*, May 2012). It is also consistent with the recommendations submitted by the National Academy of Public Administration (*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013) regarding GPO's transition to a digital future. In recognition of this transition, in 2014 Congress approved and the President signed into law (P.L. 113-235) a provision redesignating GPO as the Government Publishing Office.

In FY 2017 and the years ahead, GPO will continue to develop an integrated, diversified product and services portfolio that focuses primarily on digital. Although industry experts predict tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, we recognize that the volume of tangible print that is requisitioned from GPO is declining and will continue to decline.

In transforming its business model, GPO is focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise to provide both digital public access to Government information in a variety of formats and the most efficient and effective means for printing when required, all within a secure setting that is responsive to the customer's needs. GPO's Strategic Plan has been developed

to carry out this vision and is available for public inspection in this budget justification document and at www.gpo.gov/about/.

Appropriations Request We are requesting funding for the Congressional Publishing Appropriation, the Public Information Programs of the Superintendent of Documents, and as an addition to working capital in GPO's Business Operations Revolving Fund. The Congressional Publishing and Public Information Programs accounts fund GPO's provision of congressional information products and services as authorized by law and our provision of public access to congressional and other Government information products through statutorily-authorized information dissemination programs.

All other GPO programs and activities – including the production of U.S. passports for the Department of State as well as secure credentials as requisitioned by Federal agencies, the production and procurement of other information products and services for Federal agencies, the sales of Government information products and services to the public, and related operations – are financed on a reimbursable basis through GPO's Business Operations Revolving Fund, which is authorized through the annual Legislative Branch Appropriations bill. Our request includes funding as an addition to working capital for specified projects under the Business Operations Revolving Fund.

We are requesting a total of \$117,068,000 for FY 2017. This is the same as the level of funding approved for FY 2016 in P.L. 114-113. Total GPO appropriations have declined by nearly 21% since FY 2010 and currently at their lowest level since then. Our continued transition to digital technologies and products has increased our productivity and reduced costs. Additionally, maintaining financial controls on our overhead costs, coupled with a buyout in FY 2015 that reduced GPO's workforce by 103 positions, has helped make this funding request possible. Finally, the utilization of the unexpended balances of prior year appropriations, which we are able to transfer to GPO's Business Operations Revolving Fund with the approval of the Appropriations Committees, has made it possible in recent years to hold the line on the level of new funding we request.

**Total Appropriations to GPO
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$147,461,000
2011	135,067,324
2012	126,200,000
2013	117,533,423
2014	119,300,000
2015	119,993,000
2016	117,068,000

Our FY 2017 request will enable us to:

- meet projected requirements for GPO's congressional publishing;
- fund the operation of the public information programs of the Superintendent of Documents; and
- develop information technology including IT security and perform facilities maintenance and repairs that support our congressional publishing and public information programs operations.

Congressional Publishing Appropriation We are requesting \$79,736,000 for this account, the same level approved for FY 2016 in P.L. 114-113 and every year since FY 2014. This appropriation has declined by nearly 15% since FY 2010, as the result of our continuing transition to digital technology and products as well as actions taken in cooperation with the House of Representatives and the Senate to control congressional publishing costs. Unspent prior year balances from this account that have been transferred to GPO's Business Operations Revolving Fund are available for the purposes of this account.

**Congressional Publishing Appropriation
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$93,768,000
2011	93,580,464
2012	90,700,000
2013	82,129,576
2014	79,736,000
2015	79,736,000
2016	79,736,000

House Report 114-110, accompanying the Legislative Branch Appropriations bill for FY 2016, requires the presentation of budget requirements from a zero base. However, GPO has no control over the workload requirements of the Congressional Publishing Appropriation. These are determined by the legislative activities and requirements of the House of Representatives and the Senate as authorized by the applicable provisions of Title 44, U.S.C. GPO utilizes historical data incorporating other relevant factors to develop estimates of likely congressional publishing requirements. These requirements are used as the basis of the budget presentation for this account.

The estimated requirements for FY 2017 include a projected price level increase of \$2,125,000, primarily to cover employee pay increases equivalent with those paid government-wide. Offsetting this will be a \$5,403,000 decrease in program requirements attributable to anticipated volume decreases for the Congressional Record, miscellaneous publications, miscellaneous publishing and services, business and committee calendars, and hearings.

As shown on page E-4 of our budget justification for FY 2017, the unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2016 and FY 2017, so that appropriation requirements for those years can remain stable at \$79,736,000 each year. Compared to FY 2016, we project there will be a decrease of \$3,278,000 in the need for this funding. The balance of these funds is earmarked for GPO's critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace our 30+ year-old Microcomp system used in the preparation of congressional documents for digital and print access.

Public Information Programs of the Superintendent of Documents We are requesting \$29,500,000 for this account, representing a decrease of \$1,000,000 or 3.3% from the amount approved for FY 2016 in P.L. 114-113. This appropriation has declined by more than 27% since FY 2010, as the result of our continuing transition to digital technology and products which has made the increased dissemination of official Government information to the public less costly and more efficient. The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 114-110.

**Public Information Programs of the
Superintendent of Documents Appropriation
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$40,911,000
2011	39,831,178
2012	35,000,000
2013	31,437,000
2014	31,500,000
2015	31,500,000
2016	30,500,000

The funding we are requesting for FY 2017 will cover mandatory pay and related cost increases of \$389,000. Merit and other pay increases are included for 94 FTE's, the same as for FY 2016. In addition, the requested funding covers projected price level increases of \$28,000, including ongoing systems maintenance and FDsys operating expenses.

As with our Congressional Publishing Appropriation, unspent balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2016 and FY 2017. These requirements include projects to continue transitioning GPO's Public Information Programs to an increasingly digital basis, including the modernization of legacy IT systems, the replacement of GPO's Integrated Library System, bulk harvesting and content management, enhanced Web-based applications, and the development of metadata and parsers for the digitized *Congressional Record* and *Federal Register*. The use of these funds enables GPO to reduce

its appropriations requirements while continuing to perform essential services and carry out digital transformation projects.

Business Operations Revolving Fund We are requesting \$7,832,000 for this account, to remain available until expended, for information technology projects and necessary facilities projects. This compares with \$6,832,000 that was appropriated for FY 2016. Funding provided to this account represents an increase to working capital for specified projects. Since FY 2013, these projects have consistently included improvements to GPO's FDsys, which has expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats, as well as other essential IT projects. Our request this year includes necessary expenses associated with enhancing the cybersecurity of GPO's IT systems in the wake of successful cyberattacks this past year on the Office of Personnel Management and other Government systems. We also fund necessary physical infrastructure projects through appropriations to this account.

**Appropriations to the Business Operations Revolving Fund
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$12,782,000
2011	1,655,682
2012	500,000
2013	3,966,847
2014	8,064,000
2015	8,757,000
2016	6,832,000

Information Technology Projects for FY 2017 - \$5,875,000

FDsys Projects - \$4,175,000

- **General System and Collection Development (\$3,400,000)** – Development of new FDsys features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information.
- **NextGen FDsys Public Website (\$450,000)** – Completion of development and switchover to FDsys NextGen to support a responsive user interface, search engine replacement, publication linking, user interface improvements, and content curation.
- **FDsys Infrastructure (\$325,000)** – Infrastructure for the hardware, storage, and environments to manage system performance as FDsys content and usage continues to grow.

Information Technology Cybersecurity Projects - \$1,700,000

- **Security Enhancements for Advanced Persistent Threat (\$1,500,000)** – Required for enhanced technologies and services to combat, detect, and prevent advanced persistent threats (including sophisticated nation-state actors) from compromising GPO IT systems.

- **Wireless Intrusion Prevention (\$100,000)** – Required to provide enhanced ability to prevent and detect intrusion attempts specifically targeted at wireless systems at GPO.
- **Log Collector (Tech Refresh) (\$100,000)** – Required to replace old and near obsolete log collector systems in order to have sufficient audit trail logs for security investigations and detection/prevention of intrusion attempts.

Facilities Infrastructure Projects for FY 2017 - \$1,957,000

- **Elevator Repairs (\$1,000,000)** – Elevators 39, 40, and 41 comprise the main vertical artery for Plant Operations to move congressional products between Press and Bindery operations. They also support employee life/safety by providing a means for evacuation of medical emergencies.
- **Emergency Power Generator (\$500,000)** – The power blackout by PEPCO in the summer of 2015 exposed the need for an upgrade to GPO's emergency generators to support expanded lighting and other electrical requirements.
- **Uninterrupted Power Supply for Data Center (\$257,000)** – The current UPS design and equipment are both obsolete. To ensure uptime and equipment integrity in GPO's data center, these systems need to be replaced.
- **Upgrade Electrical Panels/Wiring (\$200,000)** – This will address the obsolete and often deteriorating condition of the central power distribution feeds that are original to the GPO building complex (the newest building of which dates to 1940). The outdated wiring represents a safety hazard.

Chairman Graves and Chairwoman Capito, we thank you for your continued support and for the funding for GPO included in P.L. 114-113. We look forward to working with you and your Subcommittees in your consideration of our appropriations request for FY 2017.

Sincerely,



DAVITA VANCE-COOKS
Director

Enclosure

cc: The Honorable Debbie Wasserman Schultz
Ranking Member
House Subcommittee on Legislative Branch Appropriations

The Honorable Brian Schatz
Ranking Member
Senate Subcommittee on Legislative Branch Appropriations

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Executive Summary and Results of FY 2015 Operations

The U.S. Government Publishing Office (GPO) is the OFFICIAL, DIGITAL, SECURE resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the Federal Government.

Under Title 44 of the U.S. Code, GPO is responsible for the production and distribution of information products for all three branches of the Government, including the official publications of Congress and the White House, U.S. passports for the Department of State, and the official publications of other Federal agencies and the courts. Once primarily a printing operation, we are now an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. Congress and the President recognized this change in our operations in the Consolidated and Continuing Appropriations Act for FY 2015 (P.L. 113-235), which contains a provision re-designating GPO's official name as the Government Publishing Office. GPO currently employs about 1,700 staff.

Along with sales of publications in digital and tangible formats to the public, GPO supports openness and transparency in Government by providing permanent public access to Federal Government information at no charge through our Federal Digital System (FDsys, at www.fdsys.gov), which today makes more than 1 million Federal titles available online from both GPO and links to servers in other agencies. In 2015 FDsys averaged 47 million retrievals per month, with a spike up to 52.9 million retrievals in August 2015. We also provide public access to Government information through partnerships with 1,159 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

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

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

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

Strategic Vision GPO is transforming from a print-centric to a content-centric publishing operation. Our implementation of a digital transformation is consistent with the goals outlined in President Obama's Roadmap for a Digital Government (*Digital Government: Building a 21st Century Platform to Better Serve the American People*, May 2012). It is also consistent with the recommendations submitted by the National Academy of Public Administration (*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013) regarding GPO's transition to a digital future.

In FY 2017 and the years ahead, GPO will continue to develop an integrated, diversified product and services portfolio that focuses primarily on digital. Although industry experts predict tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, we recognize that the volume of tangible print that is requisitioned from GPO is declining and will continue to decline.

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

GPO's customers are involved in the digital world and understand technological change. Accordingly, it is important that GPO fosters an environment that embraces change and innovation, which leads to new ways of thinking, new work processes, and the development of new products and services for GPO's customers. Tangible printing at GPO is declining while there has been an exponential growth in digital requirements by Congress and Federal agencies. Moreover, the public – including the library and Government information user communities – has signaled its strong desire for increased access to Government information digitally.

GPO has changed to anticipate and accommodate those requirements. The content received from Congress and Federal agencies needs to be managed through a life cycle process that supports the primary requirement to make the digital version of publications permanently available online, and to print only when required or otherwise necessary. This policy is consistent with the President's executive order of November 2011 dealing with printing.

In transforming its business model, GPO is focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise with digital systems to provide both permanent public access to Government information in a variety of formats and the most efficient and effective means for printing when required, all within a secure setting that is responsive to the customer's needs.

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

Yet those changes pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began more than 50 years ago in 1962 when the Joint Committee on Printing directed the agency to implement a new system of computer-based composition. That order led to the development of GPO's first electronic photocomposition system, which by the early 1980's had completely supplanted machine-based hot metal typesetting. Following the enactment of the GPO Electronic Information Access Enhancement Act in 1993, the databases generated by our composition system were uploaded

to the Internet via GPO's first Web site, GPO Access, vastly expanding the agency's information dissemination capabilities. Those functions continue today with FDSys on a more complex and comprehensive scale.

While transforming to an increasingly digital footing, GPO continues to provide an array of printing services to support the needs of Congress, Federal agencies, and the public. GPO is retooling its print operations to utilize a smaller, more flexible, more digitally-based equipment profile than previously. In FY 2015 we put into operation our new zero make-ready (ZMR) press to support congressional and Federal agency publishing requirements. As previously reported, this new press will allow us to eventually phase out 3 outdated presses installed in 1979. We are continually reviewing product and equipment options to ensure that our publishing activities are conducted with the most efficient, effective technologies available.

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

GPO and Congress

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

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

GPO's congressional information databases also form the building blocks of other information systems supporting Congress. For example, the databases are provided directly to the Library of Congress (LOC) to support its Congress.gov system as well as the legislative information systems LOC makes available to House and Senate offices. We work with LOC to prepare summaries and status information for House and Senate bills in XML bulk data format. We are also collaborating with LOC on the digitization of historical printed documents, such as the *Congressional Record*, to make them more broadly available to Congress and the public.

GPO Cuts the Cost of Congressional Work The use of electronic information technologies by GPO has been a principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980, as we replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.6 million, the equivalent in today's dollars of \$264 million. By comparison, our approved funding for FY

2016 is \$79.7 million, a reduction of nearly 70% in constant dollar terms, with a 22% reduction since FY 2010 alone. FY 2016 is the third consecutive year that approved funding for GPO's Congressional Publishing Appropriation has been flat.

**Congressional Publishing Appropriation
FY 1980-2016**

Fiscal Year	Appropriation	In Constant Dollars
1980	\$ 91.6 million	\$ 264.4 million
1985	94.0 million	207.8 million
1990	74.1 million	134.9 million
1995	84.7 million	132.3 million
2000	73.3 million	101.2 million
2005	88.1 million	107.3 million
2010	93.8 million	102.3 million
2016	79.7 million	79.7 million

Productivity increases resulting from technology have enabled us to make substantial reductions in staffing requirements while continuing to improve services for Congress. In 1980, GPO employment was 6,450. At the beginning of FY 2016, following a buyout conducted early in FY 2015 that reduced GPO employment by approximately 100 positions, we had 1,711 employees on board, representing a reduction of 4,739, or more than 73%, since 1980. This is the smallest GPO workforce of any time in the past century.

**GPO Employment
FY 1980-2016**

Fiscal Year	Headcount
1980	6,450
1985	5,383
1990	4,977
1995	3,956
2000	3,139
2005	2,344
2010	2,284
2016	1,711

Highlights of FY 2015 Congressional Work During the year, GPO released the Mobile Member Guide app for the 114th Congress. This mobile Web app provides the public with quick, easy access to information on Members of the 114th Congress; features include their picture, party affiliation, hometown, home state, and length of service. The app allows users to browse for Members of Congress by last name, State, chamber, or party. The public can take advantage of this free mobile Web app on major mobile device platforms.

At the direction of the U.S. House of Representatives Appropriations Committee, and in support of the Legislative Branch Bulk Data Task Force, GPO, LOC, the Clerk of the House, and the Secretary of the Senate worked throughout 2015 to make bill statuses in XML format available through the GPO's FDSys Bulk Data repository starting with the 113th Congress. At launch in early 2016, the FDSys Bulk Data repository for Bill Status information will be available at **gpo.gov/fdsys/bulkdata/BILLSTATUS**. The announcement of this new information availability drew praise from various legislative openness and transparency advocates (see, for example, **congressionaldata.org/congress-poised-for-leap-to-open-up-legislative-data/**; and **fiercegovernmentit.com/story/bill-statutes-xml-coming-early-2016-says-congress/2015-12-17**).

During the year, GPO joined GitHub, the Web-based computer source code sharing and publishing service used worldwide to collaborate on code, data, and policy. GPO's presence on

GitHub was welcomed by those in the legislative openness and transparency community who are interested in how legislative content is created, processed, stored, and made available to the public via FDsys. Through GitHub, GPO provides documentation on a fair and equal basis to the developer community about the process used to create FDsys metadata for legislative as well as executive and judicial content collections. It can also be used to provide documentation about the FDsys sitemap implementation and supporting resources that are currently available on the FDsys Bulk Data Repository (e.g., User Guides).

GPO is now a regular participant and presenter at the House Legislative Data and Transparency Conference, along with staff from other legislative branch agencies, data users, and transparency advocates.

GPO is in the process of developing a new XML-based automated composition system to replace our now-outdated Microcomp system. This effort is known as the Composition System Replacement (CSR) project. During 2015, the CSR development team made significant progress toward the introduction of a beta system for the composition of congressional bills coincident with the opening of the 115th Congress in January 2017. Work during 2015 included the development of code that prepares XML bills for printing, paragraph-level styles and page layouts, table functionality, and font development. Contracts were awarded that augment CSR development staff with resources that have a high level of expertise in specialized system areas and components. The CSR team is working closely with House and Senate staff to ensure that CSR integrates seamlessly with specific authoring environments that are currently utilized for bills.

Congressional hearings are a major product produced on GPO's new ZMR press. By the year's end, the efficiency of the new press led GPO to reduce the prices charged for printing congressional hearings by 7%, the first such page rate reduction in many years. This rate reduction alone will generate an estimated savings of \$1.3 million in the Congressional Publishing Appropriation.

GPO and Federal Agencies

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

Highlights of FY 2015 Agency Operations Since 2012, GPO has made the annual *Budget of the U.S. Government* available as a mobile app. The FY 2016 *Budget* app, released in January 2015, provided users with access to the text and images of the *Budget*, including the Budget Message of the President, information on the President's priorities, and budget overviews organized by agency. The app provides links to GPO's FDsys where summary tables and additional books of the Budget, including the *Analytical Perspectives*, *Appendix*, and *Historical Tables* are available. The complete, authentic online version of the Budget is also regularly made available through a direct link on FDsys.

One of GPO's major agency customers is the Office of the Federal Register (OFR), a unit of the National Archives and Records Administration (NARA), which produces the daily *Federal Register* and related publications such as the *Code of Federal Regulations*, and other key information products like the *Daily Compilation of Presidential Documents* and the *Public Papers of the President*. GPO produces these publications in both digital and tangible formats.

During 2015, GPO partnered with the OFR to make the electronic *Code of Federal Regulations* (eCFR) available in XML format for bulk data download from FDsys (gpo.gov/fdsys/bulkdata/ECFR). The eCFR is an editorial compilation of CFR material and *Federal Register* amendments published by the OFR and GPO. The OFR updates the material in the eCFR on a regular basis and can be as frequent as every day. With this new initiative, the OFR provides eCFR files to GPO and then GPO converts files into XML. The eCFR bulk data allows for a “one-click” download of the current XML file for each of the titles in the eCFR. Bulk data downloads of eCFR data in XML format permits the data to be reused and repurposed for mobile web applications, data mashups, and other analytical tools by third party providers, which contributes to openness and transparency in Government.

During the year, GPO also finalized plans with NARA to have the OFR move into approximately 17,000 square feet of space on the seventh floor of GPO’s Building A during 2016, and construction of the OFR’s new offices began. Co-location of the OFR with GPO will reduce costs and streamline the publishing process for OFR publications.

Surveys of GPO’s Federal agency customers in recent years have consistently reported high rates of satisfaction with our products, services, and programs, the cost-effectiveness of GPO’s services, and satisfaction with GPO’s Web site and customer service. These results buttress the emphasis on a customer-centric approach through GPO’s procedures, policies, and activities. In 2015 GPO held its annual Customer Service open house focusing on Federal publishing solutions available to agency representatives from Washington, DC and around the Nation.

Among the significant products produced by GPO for Federal agencies in 2015 were the Department of State’s annual *Trafficking in Persons* report; the development of the Department of Commerce’s new user-friendly, mobile-optimized Web site, which serves as a platform to be used by other Commerce entities; and various materials associated with the visit of Pope Francis to Washington in September, including the official White House program for 15,000 guests to the South Lawn Ceremony with the Pope and President and Mrs. Obama. First Lady Michelle Obama publicly thanked GPO for its work on the White House program on her Instagram and Twitter pages.

Partnership with Industry Other than congressional and inherently governmental work such as the *Federal Register*, the *Budget*, and security and intelligent documents, GPO produces virtually all other Federal agency information products via contracts with the private sector printing and information product industry issued by our central office and regional GPO offices around the country. In 2015, this work was valued at approximately \$338 million. Approximately 17,600 individual firms are registered to do business with GPO, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American. This partnership provides significant economic opportunity for the private sector.

In recent years, the decline in print government-wide has reduced the amount of work we produce through this partnership, the result of the ongoing transformation of Federal agency information requirements from print to digital, the President’s initiative to reduce Federal printing, and to some extent funding reductions such as sequestration. However, in FY 2015 GPO saw an increase of 15.2% in print procurement business compared with the previous year. GPO’s partnership with the print and information product industry achieves significant savings and efficiencies for the work that it continues to produce and in the process generates private sector jobs nationwide.

GPO has long advocated that where Federal agency printing is required, this partnership is the most cost-effective way of producing it. We were interested to see the results of a Government Accountability Office study, conducted at the request of the Joint Committee on Printing and completed in 2013, which identified approximately 80 Federal printing plants still in operation

government wide. Additional savings for taxpayers could occur if the work these plants are producing is transferred instead to GPO's partnership with the private sector printing and information product industry.

Security and Intelligent Documents For nearly a century GPO has been responsible for producing the U.S. passports for the Department of State (DOS). At one time, no more than a conventionally printed document, the U.S. passport since 2005 has incorporated a digital chip and antenna array capable of carrying biometric identification data. With other security printing features, this document – which we produce in Washington, DC, as well as a secure remote facility in Mississippi – is now the most secure identification credential obtainable, and over the past decade GPO has produced over 100 million e-Passports for DOS. Throughout 2015, we continued with facility changes and equipment installation and testing in support of the planned next generation passport.

Since 2008, GPO has also served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. In 2010, GPO was certified by the General Services Administration (GSA) to graphically personalize Homeland Security Presidential Directive 12 (HSPD-12) cards for Federal agencies. GSA certified that GPO complies with the Federal Information Processing Standard 201, which sets requirements to ensure that identification cards are secure and resistant to fraud.

To date, GPO has produced over 9 million secure credential cards across 15 different product lines. Among these products are the Trusted Traveler Program's (TTP) family of border crossing cards – NEXUS, SENTRI, FAST, and Global Entry – for the Department of Homeland Security (DHS), which are used by frequent travelers across U.S. borders. Another card produced for DHS is the Transportation Worker Identity Card (TWIC). GPO produces a Border Crossing Card (BCC) that is issued by DOS for authorized travel across the Mexican border. GPO also has produced secure law enforcement credentials for the U.S. Capitol Police that were used in the 2009 and 2013 Presidential inaugurations.

During 2015, a milestone was achieved in the production of secure border credentials for DHS. GPO employees have produced 5 million TTP cards for the Department's U.S. Customs and Border Protection (CBP). The TTP provides expedited entry process for pre-approved, low-risk travelers upon arrival in the United States under the Western Hemisphere Travel Initiative. Since their introduction in 2008, GPO and CBP have successfully manufactured these secure credentials for members of the various TTP programs without a single compromise in security nor a fruitful counterfeit attempt. "CBP-TTP chose the GPO to manufacture their TTP program cards due to the GPO's experience and secure supply chain," said Deputy Assistant Commissioner John P. Wagner, Office of Field Operations, CBP. "The GPO is an in-house government cataloging, producing, and publishing agency, which means that their manufacturing processes are more secure and less susceptible to counterfeiting since no sensitive information is ever exchanged with a third party vendor, as previous official identification documents have been."

Pursuant to a 2014 request from the Chairman of the Joint Committee on Printing as well as a mandate in Senate Report 113-196, which accompanied the fiscal year 2015 legislative branch appropriations bill, the Government Accountability Office (GAO) reviewed GPO's secure credential program and issued its report in 2015.

The GAO's report, Government Publishing Office: Production of Secure Credentials for the Department of State and U.S. Customs and Border Protection, issued in March 2015 ([gao.gov/products/GAO-15-326R](https://www.gao.gov/products/GAO-15-326R)), specifically addressed GPO's production of the BCC for DOS and TTP cards for DHS. The report answered the following questions: (1) what factors did DOS and DHS consider in selecting GPO to obtain their secure credentials? and (2) how does GPO produce and ensure the quality of its secure credentials?

Concerning the BCC, the GAO found that DOS considered GPO's experience producing the DHS's TTP credentials; the favorable experience DOS has had in working with GPO for the production of the e-Passport; the benefits of interagency coordination and collaboration; GPO's redundant GPO production facilities; and GPO's pricing, specifically that *"procurement of BCCs from GPO could result in a potential cost saving to State of over \$1 million during the first year of GPO production based on State's annual volume of need"* (emphasis added).

With regard to the TTP credentials, GAO found that DHS considered GPO's experience producing the e-Passport; GPO's secure supply chain; the benefits of interagency collaboration and coordination; and GPO's pricing, specifically that *"the pricing offered by GPO for TTP card production was favorable compared to the option of upgrading their existing in-house production capabilities or sourcing production to a private sector entity..."* (emphasis added).

GPO and Open, Transparent Government

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

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

GPO operates a variety of programs that provide the public with "the means of acquiring" Government information that Madison spoke of. These programs include the Federal Depository Library Program (FDLP), Federal Digital System (FDsys), Publications Sales, and Social Media.

Federal Depository Library Program The FDLP has legislative antecedents that date back more than 200 years, to 1813, when Congress authorized congressional documents to be deposited at the American Antiquarian Society in Worcester, MA. Since then, Federal depository libraries have served as critical links between "We the People" and the information made available by the Federal Government. GPO provides the libraries with information products in digital and, in some cases, tangible formats, and the libraries in turn make these available to the public at no charge while providing additional assistance to depository library users.

The FDLP today serves millions of Americans through a network of 1,159 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. Once limited to the distribution of printed and microfiche products, the FDLP today is primarily digital, supported by FDsys and other digital resources. This overwhelming reliance on digital content allowed for the first digital-only Federal depository library designation in 2014. In 2015, 4 new Federal depository libraries were designated as digital-only, while 8 existing depository libraries converted to all-digital status.

The FDLP launched an updated and redesigned version of *Ben's Guide to the U.S. Government* in 2015. This Web site, named after Benjamin Franklin and available at **bensguide.gpo.gov**, contains educational content on the workings of the U.S. Government and U.S. history. The updated site features new and enhanced content, a mobile device-friendly infrastructure, and a modernized look and feel that has been optimized for an intuitive learning experience. The FDLP partnered with the American Association of School Librarians (AASL), a division of the American Library Association (ALA), to ensure educational content is easy to comprehend and age appropriate.

Supporting Federal depository libraries and the public nationwide is the work GPO does under its statutory mandate to catalog and create a comprehensive index of the public documents issued or

published by the Federal Government that are not confidential in character. The public interface for accessing these cataloging records is GPO's *Catalog of U.S. Government Publications* (CGP), which is available online at **catalog.gpo.gov**. In FY 2015, there were more than 23.6 million successful searches of the CGP, a decrease of 2 million from FY 2014. Also during this period, more than 19,000 new cataloging records were added to the CGP. In 2015, GPO was once again named one of the top online original catalogers in the world in the annual report of the OCLC for the year. And during the year, GPO added more than 11,000 original records for U.S. Government information products to WorldCat, the world's largest network of library content and services.

Late in the year, GPO became the first Federal agency member of the Technical Report Archive & Image Library (TRAIL, at **crl.edu/grn/trail/about-trail**). TRAIL identifies, acquires, catalogs, digitizes, and provides unrestricted access to U.S. Government agency technical reports. TRAIL currently consists of over three dozen member institutions, many of which are Federal depository libraries. GPO and TRAIL have a shared goal of advancing free public access to U.S. Government information and will now work together to ensure the discoverability, ensuring permanent public access to, and the preservation of Government technical reports. As a member of TRAIL, GPO will offer expertise and guidance in cataloging and other areas.

Federal Digital System GPO has been providing access to digital congressional and Federal agency documents since 1994, beginning with a site known as *GPO Access*. Fifteen years later, GPO Access was retired and a significantly re-engineered site debuted as GPO's Federal Digital System. Today, FDSys provides the majority of congressional and Federal agency content to the FDLP as well as other online users. Online access to Federal documents provided by GPO has reduced the cost of providing public access to Government information significantly when compared with print, while expanding public access dramatically through the Internet.

Public utilization of FDSys has increased substantially over the years. In 2015, FDSys averaged 47 million retrievals per month, an increase of more than 23% over the previous year, with a spike up to 52.9 million retrievals in August.

GPO is continually adding collections to FDSys to provide increased public access to Government information. In FY 2015, new collections added included the historic Warren Report on the assassination of President Kennedy and the eCFR. In September, GPO and the Federal Judiciary were recognized with a 2015 Digital Government Achievement award in the Government-to-Government category for providing the public digital access to 1.4 million Federal court opinions via FDSys. Since the program began in 2011, there have been more than 300 million retrievals of opinions from 104 Federal courts.

Late in the fiscal year, GPO announced a new partnership with the Office of the Federal Register to make every issue of the *Federal Register* since it began publication in 1936 digitally available to the public. A total of 14,587 individual issues will be digitized. GPO employees will hand pack and catalog every issue. The project complements a similar effort underway with the Library of Congress to digitize every issue of the *Congressional Record* since that title's inception in 1873.

FDSys Improvements Planned for FY 2017 As GPO's enterprise information management system for digital information dissemination and preservation, FDSys is a critical component of our integrated publishing operation. Continued investment in this cornerstone system is needed in order to ensure FDSys technology, features, and functionality supports GPO's mission and meets the needs of key stakeholders, including Congress, Federal agencies, and the American public.

In 2016, the Next Generation FDSys public Web site (NextGen) will officially launch and the legacy site will be retired. NextGen functionality will greatly enhance the way stakeholders can interact with FDSys, including a responsive user interface, replacement of the current search engine with an Open Source search engine, the implementation of linking between related publications, and user interface improvements based on extensive stakeholder engagement.

Along with the launch of NextGen, other initiatives are crucial for managing Federal Government content in FDSys, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information within the system. Throughout 2015, GPO conducted previews of NextGen for users in the library community and congressional staff.

GPO also has begun the process to seek certification for FDSys as a Trustworthy Digital Repository in compliance with the International Organization for Standardization (ISO 16363). This certification will validate that FDSys, its infrastructure, and its supporting organization are reliable and sustainable, in order to ensure the highest level of service now and into the future.

With the planned updates to the FDSys search, content management, and preservation components and along with certification of FDSys as a Trusted Digital Repository, it is also critical to invest in the IT infrastructure supporting the system. This includes bandwidth, storage, and servers needed for the Production, Continuity of Operations (COOP), Test, and Development environments. In FY 2016, GPO will also explore how to migrate FDSys to the Cloud to reduce reliance on on-site physical infrastructure.

GPO Achieves Savings in Information Dissemination In 1995, the first full year of our online operations, the cost of producing and distributing millions of copies of printed publications to Federal depository libraries nationwide was funded at \$17.6 million, the equivalent today of \$27.4 million in constant dollars. For FY 2017, we are proposing to fund this function at \$8 million, a reduction of more than 70% in constant dollar terms. Along with appropriations to GPO's Business Operations Revolving Fund, we have used the savings from reduced printing and distribution costs to pay for the establishment and operation of our digital information dissemination operations, achieving additional savings for the taxpayers and vastly expanding public access to Government information.

**Number of Titles Available Online through GPO
(Includes titles on GPO servers and titles linked from GPO)
FY 2000-2016**

Year	Number of Titles
FY 2000	193,000
FY 2005	301,600
FY 2010	441,700
FY 2016	1,554,000

Publication and Information Sales Program Along with the FDLP and FDSys, which are no-fee public access programs, GPO provides public access to official Federal information through public sales featuring secure ordering through an online bookstore (**bookstore.gpo.gov**), a bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector that offer Federal publications as eBooks. As a one-stop shop for eBook design, conversion, and dissemination, our presence in the eBook market continues to grow. We now have agreements with Apple, Google's eBookstore, Barnes & Noble, OverDrive, Ingram, Zinio, and other online vendors to make popular Government titles such as the *Public Papers of the President-Barack Obama*, the *Financial Crisis Inquiry Report*, and *Ponzimonium: How Scam Artists are Ripping Off America* available as eBooks. We also offer a print-on-demand service for sales titles, which enables us to offer more titles and avoid the expense of additional warehousing.

Reimbursable Distribution Program We operate distribution programs for the information products of other Federal agencies on a reimbursable basis, including General Services Administration (GSA) Consumer Information Center publications, from warehouses in Pueblo, CO, and Laurel, MD.

GPO and Social Media We have been using Facebook, Twitter, YouTube, Instagram, LinkedIn, Pinterest, and a blog to share information about GPO news and events and to promote specific publications and products. By the end of 2015, we had 5,500 likes on Facebook, 5,700 followers on Twitter, and 145,000 views across 71 videos on YouTube. On Pinterest, we had 548 followers pinning on 17 boards of Federal Government information. We added Instagram and LinkedIn to GPO's social media portfolio in 2015 and by year's end had 511 followers with 400 posts on Instagram and 2,700 followers on LinkedIn. Our blog, *Government Book Talk*, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions.

GPO Finances

Revolving Fund All GPO activities are financed through our Business Operations Revolving Fund. This business-like fund is used to pay all of GPO's costs in performing congressional and agency publishing, information product procurement, and publications dissemination activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from GPO's two annual appropriations: the Congressional Publishing Appropriation and the Public Information Programs of the Superintendent of Documents Appropriation.

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

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

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

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

Unlike most appropriations to other Federal agencies, these two appropriations are for work that GPO itself does not control. The Congressional Publishing Appropriation in effect is an appropriation by Congress to cover the costs of its publishing activities. The appropriation is made to GPO to relieve Congress of the burden of maintaining detailed accounting records for all publishing work ordered from GPO both by law and by other congressional requisitions, as well as the responsibility for estimating the anticipated volume of congressional publishing that is used as the basis for the appropriation.

Congress plays a major role in controlling the rate of spending of the Congressional Publishing Appropriation. GPO can transfer funds from the appropriation to the Business Operations Revolving Fund only when it performs congressional publishing work. The appropriation is not available for expenditure for any purposes other than this work. While GPO does its best to estimate the volume of congressional publishing in any given year, that volume can change due to circumstances beyond GPO's control. GPO affects the rate of spending under this appropriation by ensuring the efficiency of its operations.

If congressional requisitions fall short of GPO's estimate, there will be a balance remaining in the Congressional Publishing Appropriation at the end of the year. Under the language of GPO's appropriations legislation, such balances are eligible for transfer to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate Appropriations Committees. If Congress's requirements exceed GPO's estimate, GPO will continue to fulfill them, and Congress will in effect spend more than it appropriated. As a result, there will be a shortfall in the appropriation for which GPO would need additional funding in a subsequent year. The shortfall would be paid out of available money—retained earnings—in the Business Operations Revolving Fund that otherwise would be available for investment in new plant and equipment. When shortfalls occur, Congress subsequently repays GPO for the excess cost of its printing to restore money to the Business Operations Revolving Fund.

Like the Congressional Publishing Appropriation, the Public Information Programs Appropriation is available only for specific programs: online access and distribution to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange. The publishing activities of the Government determine the workload handled by these programs, not GPO. However, GPO affects the level of funding by ensuring the efficiency of its information dissemination operations. Like the Congressional Publishing Appropriation, any unobligated balances remaining in this account may be transferred to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate Appropriations Committees.

GPO is accountable for its finances. Each year, GPO's finances and financial controls are audited by an independent outside audit firm working under contract with GPO's Office of Inspector General. For FY 2015, the audit concluded with GPO earning an unqualified, or clean, opinion on its finances, the 19th consecutive year GPO has been provided with such an audit result.

FY 2015 Financial Results Revenue totaled \$773.4 million while expenses charged against GPO's budget were \$735.8 million, for an overall net income of \$37.6 million from operations. Included in both GPO's revenue and net income is approximately \$15.3 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of State, and \$4.6 million in funds resulting from a downward adjustment to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). Apart from these funds, GPO's net operating income from FY 2015 was \$17.6 million.

Funds appropriated directly by Congress provided nearly \$106.6 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 14% of total revenue. All other GPO activities, including in-plant publishing (which includes the production of passports), procured work, sales of publications, agency distribution services, and all administrative support functions, were financed through the Business Operations Revolving Fund by revenues generated by payments from agencies and sales to the public.

The largest single component of GPO's annual expenses is publishing work procured from the private sector. In FY 2015, the cost of this work totaled \$305.8 million, or about 42% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$202.2 million, or about 27% of all expenses.

FY 2017 Appropriations Request

GPO is requesting a total of \$117,068,000 for FY 2017, which is the same as the level of funding approved for FY 2016 in P.L. 114-113. Continuing overhead controls in addition to a buyout successfully conducted in the first quarter of FY 2015 that reduced GPO's workforce by 103 positions have helped make this funding request possible. Additionally, with the approval of the House and Senate Appropriations Committees, each year we have transferred any unspent prior year balances from our appropriations to GPO's Business Operations Revolving Fund, where they are available for the uses for which they were originally appropriated. This also has made it possible for us to maintain a flat funding level.

Our FY 2017 request will enable us to:

- meet projected requirements for congressional publishing;
- fund the operation of the public information programs of the Superintendent of Documents; and
- develop information technology including IT security and perform facilities maintenance and repairs that support congressional publishing and public information programs operations.

Congressional Publishing Appropriation We are requesting \$79,736,000 for this account, the same level approved for FY 2016 in P.L. 114-113. Unspent prior year balances from this account that have been transferred to GPO's Business Operations Revolving Fund are available for the purposes of this account.

Congressional Publishing Appropriation FY 2010-2016

Fiscal Year	Appropriation
2010	\$93,768,000
2011	\$93,580,464
2012	\$90,700,000
2013	\$82,129,576
2014	\$79,736,000
2015	\$79,736,000
2016	\$79,736,000

House Report 114-110, accompanying the Legislative Branch Appropriations bill for FY 2016, requires the presentation of budget requirements from a zero base. However, GPO has no control over the workload requirements of the Congressional Publishing Appropriation. These are determined by the legislative activities and requirements of the House of Representatives and the Senate as authorized by the applicable provisions of Title 44, U.S.C. GPO utilizes historical data incorporating other relevant factors to develop estimates of likely congressional publishing requirements. These requirements are used as the basis of the budget presentation for this account.

The estimated requirements for FY 2017 include a projected price level increase of \$2,125,000, primarily to cover employee pay increases equivalent with those paid government-wide. Offsetting this will be a \$5,403,000 decrease in program requirements attributable to anticipated volume decreases for the *Congressional Record*, miscellaneous publications, miscellaneous publishing and services, business and committee calendars, and hearings.

As shown on page E-4 of our budget justification for FY 2017, the unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2016 and FY 2017, so that appropriation requirements for those years can remain stable at \$79,736,000 each year. Compared to FY 2016,

we project there will be a decrease of \$3,278,000 in the need for this funding. The balance of these funds is earmarked for GPO's critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace our 30+ year-old Microcomp system used in the preparation of congressional documents for digital and print access.

Public Information Programs of the Superintendent of Documents We are requesting \$29,500,000 for this account, representing a decrease of \$1,000,000 or 3.3% from the amount approved for FY 2016 in P.L. 114-113. The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 114-110.

**Public Information Programs of the
Superintendent of Documents Appropriation
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$40,911,000
2011	\$39,831,178
2012	\$35,000,000
2013	\$31,437,000
2014	\$31,500,000
2015	\$31,500,000
2016	\$30,500,000

The funding we are requesting for FY 2017 will cover mandatory pay and related cost increases of \$389,000. Merit and other pay increases are included for 94 FTE's, the same as for FY 2016. In addition, the requested funding covers projected price level increases of \$28,000, including ongoing systems maintenance and FDsys operating expenses.

As with our Congressional Publishing Appropriation, unspent balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2016 and FY 2017. These requirements include projects to continue transitioning GPO's Public Information Programs to an increasingly digital basis, including the modernization of legacy IT systems, automation of depository distribution, the replacement of GPO's Integrated Library System, bulk harvesting and content management, enhanced Web-based applications, and the development of metadata and parsers for the digitized *Congressional Record* and *Federal Register*. The use of these funds enables GPO to reduce its appropriations requirements while continuing to perform essential services and carry out digital transformation projects.

Business Operations Revolving Fund We are requesting \$7,832,000 for this account, to remain available until expended, for information technology projects and necessary facilities projects. This compares with \$6,832,000 that was appropriated for FY 2016. Funding provided to this account represents an increase to working capital for specified projects. Since FY 2013, these projects have consistently included improvements to GPO's FDsys, which has expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats, as well as other essential IT projects. Our request this year includes necessary expenses associated with enhancing the cybersecurity of GPO's IT systems in the wake of successful cyberattacks this past year against the Office of Personnel Management. We also fund necessary physical infrastructure projects through appropriations to this account.

**Appropriations to the Business Operations Revolving Fund
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$12,782,000
2011	\$ 1,655,682
2012	\$ 500,000
2013	\$ 3,966,847
2014	\$ 8,064,000
2015	\$ 8,757,000
2016	\$ 6,832,000

Information Technology Projects — \$5,875,000

FDsys Projects — \$4,175,000

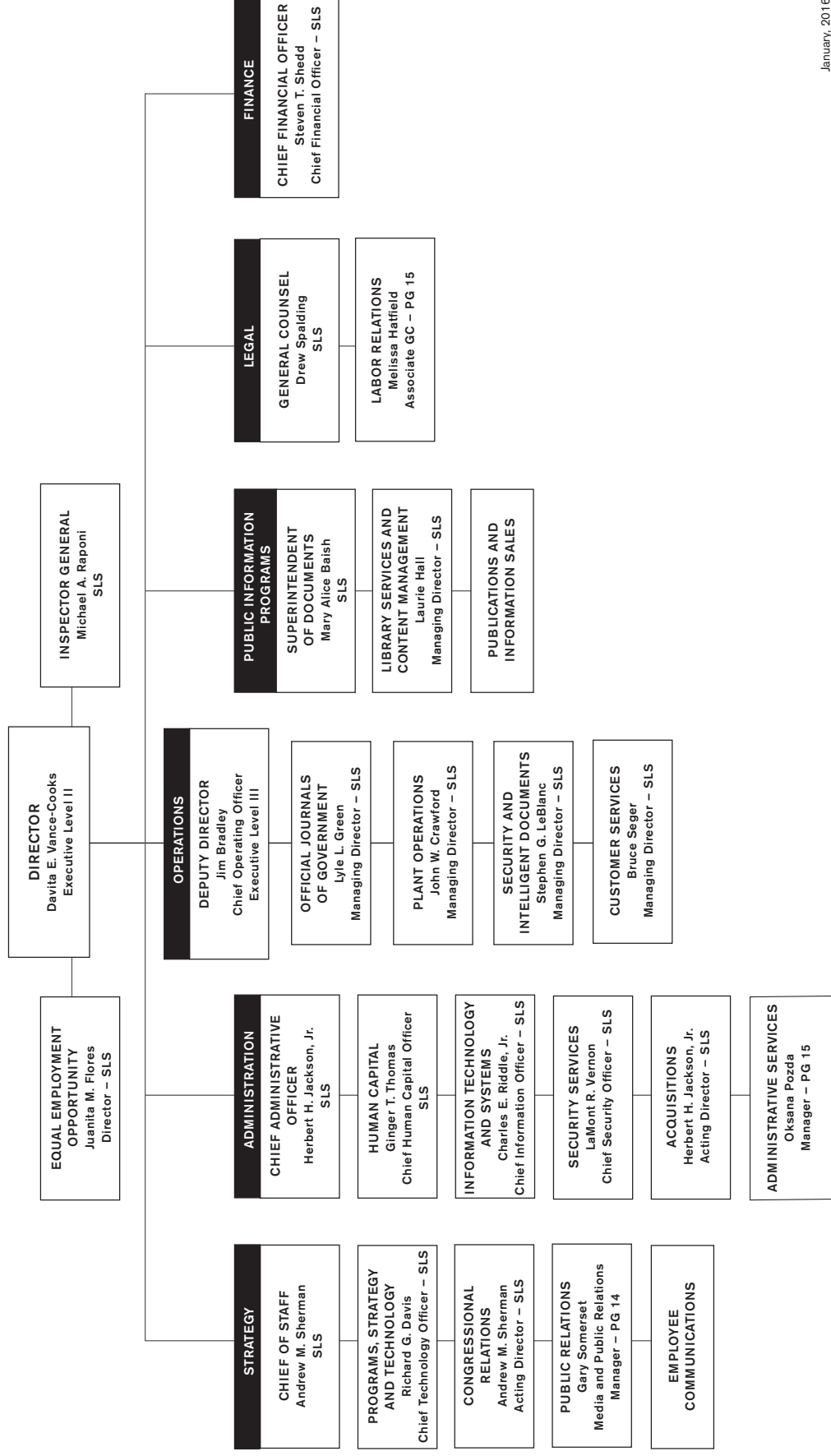
- **General System and Collection Development (\$3,400,000)** – Development of new FDsys features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information.
- **NextGen FDsys Public Website (\$450,000)** — Completion of development and switchover to FDsys NextGen to support a responsive user interface, search engine replacement, publication linking, user interface improvements, and content curation.
- **FDsys Infrastructure (\$325,000)** — Infrastructure for the hardware, storage, and environments to manage system performance as FDsys content and usage continues to grow.

Information Technology Cybersecurity Projects - \$1,700,000

- **Security Enhancements for Advanced Persistent Threat (\$1,500,000)** – Required for enhanced technologies and services to combat, detect, and prevent advanced persistent threats (including sophisticated nation-state actors) from compromising GPO IT systems.
- **Wireless Intrusion Prevention (\$100,000)** – Required to provide enhanced ability to prevent and detect intrusion attempts specifically targeted at wireless systems at GPO.
- **Log Collector (Tech Refresh) (\$100,000)** – Required to replace old and near obsolete log collector systems in order to have sufficient audit trail logs for security investigations and detection/prevention of intrusion attempts.

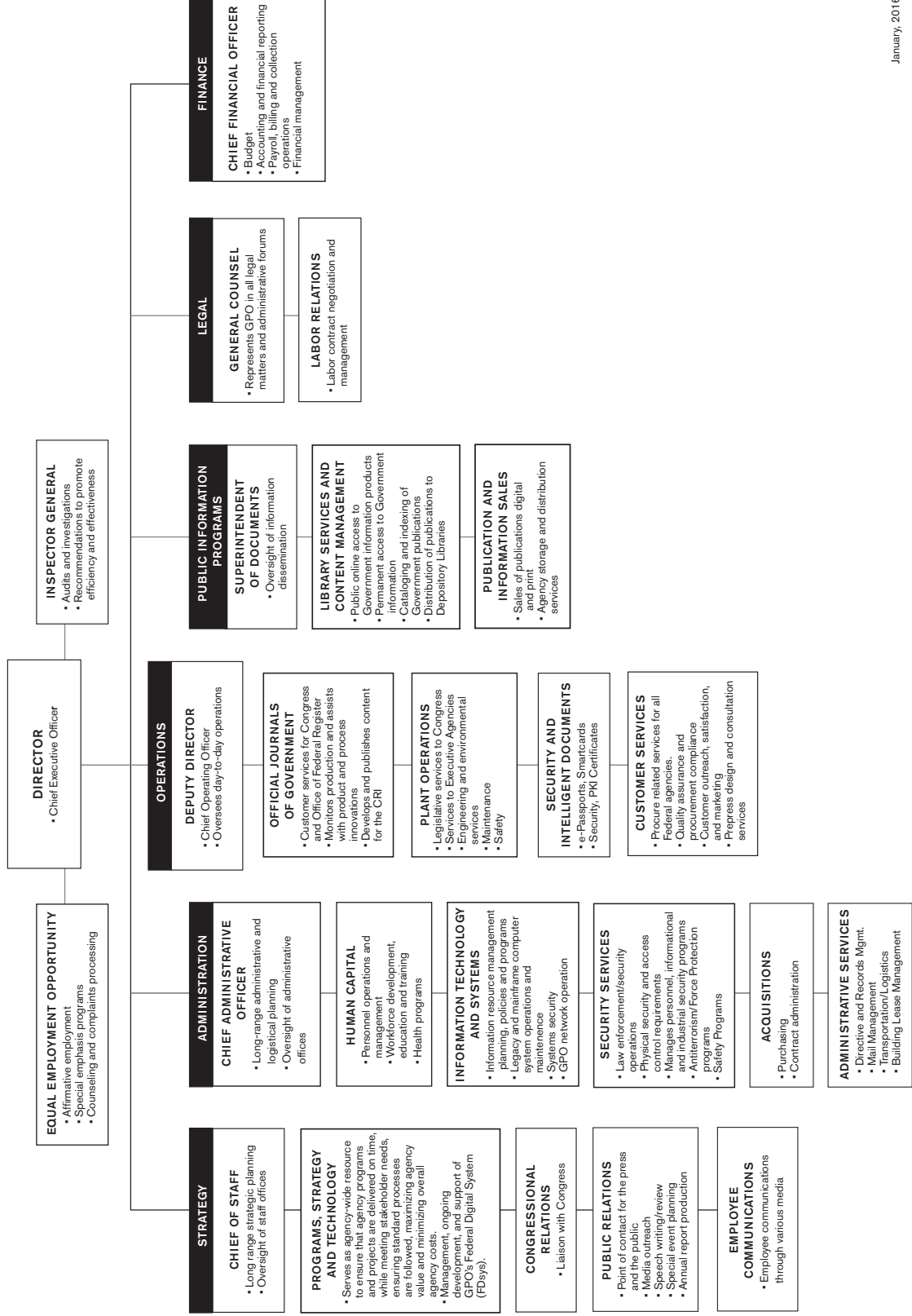
Facilities Infrastructure Projects - \$1,957,000

- **Elevator Repairs (\$1,000,000)** – Elevators 39, 40, and 41 comprise the main artery for Plant Operations to move congressional products between Press and Bindery operations. They also support employee life/safety by providing a means for evacuation of medical emergencies.
- **Emergency Power Generator (\$500,000)** – The power blackout by PEPCO in the summer of 2015 exposed the need for an upgrade to GPO's emergency generators to support expanded lighting and other electrical requirements.
- **Uninterrupted Power Supply for Data Center (\$257,000)** – The current UPS design and equipment are both obsolete. To ensure uptime and equipment integrity in GPO's data center these systems need to be replaced.
- **Upgrade Electrical Panels/Wiring (\$200,000)** – This will address the obsolete and often deteriorating condition of the central power distribution feeds that are original to the GPO building complex (the newest building of which dates to 1940). The outdated wiring represents a safety hazard.



GPO FUNCTIONS BY ORGANIZATION

U.S. GOVERNMENT PUBLISHING OFFICE Keeping America Informed | OFFICIAL | DIGITAL | SECURE



GPO STAFFING INFORMATION

As of November, 2015

Business Unit	1-8	9-12	13-15	SLS	Executive	Wage Grade	Total
Acquisitions	3	11	4	0	0	0	18
Administrative Services	9	0	4	0	0	0	13
Congressional and Public Relations	0	1	5	0	0	0	6
Customer Services	25	81	37	2	0	0	145
Executive Offices	1	4	5	2	2	0	14
Equal Employment Opportunity	0	3	1	1	0	0	5
Finance and Administration	15	42	47	2	0	2	108
General Counsel	1	2	8	2	0	0	13
Human Capital	9	13	15	1	0	1	39
Information Technology	3	22	67	2	0	0	94
Inspector General	0	3	14	1	0	0	18
Library Services and Content Management	3	39	26	2	0	9	79
Official Journals Of Government	3	13	14	1	0	54	85
Plant Operations	21	51	51	2	0	642	767
Programs, Strategy, and Technology	0	1	17	1	0	0	19
Publication and Information Sales	34	18	7	0	0	9	68
Security Services	41	12	7	1	0	0	61
Security and Intelligent Documents	8	1	32	1	0	115	157
Grand Total	176	317	361	21	2	832	1,709

Note: This information outlines the number of employees within the agency's organizational structure. The breakout is by plan and grade range or salary equivalent of 1,709 employees, as of November, 2015.

GPO's Senior Level Service (SLS) is similar to the Senior Executive Service.

GOVERNMENT PUBLISHING OFFICE
Summary of Appropriation Estimates
(Dollars in Thousands)

<u>Appropriation Title</u>	<u>FY 2015 Actual</u>	<u>FY 2016 Approved</u>	<u>FY 2017 Request</u>	<u>FY 2016/2017 Net Change</u>
Congressional Publishing	\$ 79,736	\$ 79,736	\$ 79,736	\$ -
Public Information Programs				
Superintendent of Documents				
By Law Distribution	315	305	295	(10)
Cataloging and Indexing	8,505	8,235	7,965	(270)
Federal Depository Library	22,050	21,350	20,650	(700)
International Exchange	630	610	590	(20)
Total Appropriation	<u>31,500</u>	<u>30,500</u>	<u>29,500</u>	<u>(1,000)</u>
Business Operations Revolving Fund	<u>8,757</u>	<u>6,832</u>	<u>7,832</u>	<u>1,000</u>
Total Appropriations	<u>\$ 119,993</u>	<u>\$ 117,068</u>	<u>\$ 117,068</u>	<u>\$ -</u>

GOVERNMENT PUBLISHING OFFICE
Staffing Summary – FTE's

<u>Appropriation Title</u>	<u>FY 2015 Actual</u>	<u>FY 2016 Approved</u>	<u>FY 2017 Request</u>	<u>FY 2016/2017 Change</u>
Congressional Publishing	-	-	-	-
Public Information Programs				
Superintendent of Documents				
By Law Distribution	1	1	1	-
Cataloging and Indexing	21	25	25	-
Federal Depository Library	53	66	66	-
International Exchange	2	2	2	-
Total Appropriation	77	94	94	-
Business Operations Revolving Fund	1,625	1,740	1,740	-
Total Agency	1,702	1,834	1,834	-

Strategic Plan Framework

Mission Statement

Keeping America Informed as the Official, Digital, and Secure source for producing, protecting, preserving, and distributing the official publications and information products of the Federal Government.

Vision

Continue to Transform Ourselves into a Digital Information Platform and Provider of Secure Credentials.

About GPO

Established in 1861, GPO's mission can be traced to the requirement in Article I of the Constitution that Congress "keep a journal of its proceedings and from time to time publish the same." GPO's inplant production and printing procurement operations produce the official publications of Congress, the White House, and Federal agencies. GPO's information dissemination programs provide public access to the official publications and information of the Government in both digital and printed formats through an official Web site (**www.fdsys.gov**), a partnership with Federal depository libraries nationwide, and both online and bookstore sales. Total GPO employment today is approximately 1,700.

Congressional printing and information services are the primary function of GPO's inplant facility in Washington, D.C. In addition to the Congressional Record containing the daily proceedings of Congress, GPO produces bills, hearings, reports, and other legislative documents, in digital and print formats, as required by the Senate and House of Representatives and their committees. GPO's inplant facility also produces the daily *Federal Register* and *Code of Federal Regulations*, and the annual Budget of the U.S. Government, as well as U.S. passports and other secure Federal credentials. GPO has an additional facility in Mississippi for passport production.

GPO provides centralized operations for the procurement of information products for the entire Government, purchasing approximately \$300 million annually from private sector vendors nationwide for Federal agency customers. About 70% of all the products ordered annually from GPO (other than passports and secure credentials) are procured from

the private sector, including Social Security cards, census and tax forms, and Medicaid and Medicare materials. GPO's procurement program provides great economic opportunity for the private sector. The majority of the firms GPO deals with are small businesses of 20 employees or less.

GPO's primary information dissemination program involves a partnership with approximately 1,200 Federal depository libraries nationwide. Today, the partnership is predominantly electronic, but tangible formats are distributed where required. GPO's Federal Digital System (FDsys) provides free public access to more than 900,000 searchable titles, with an average of 47 million retrievals every month. GPO also provides for public sale of Government publications via its traditional and online bookstores, offers eBooks through partnerships with multiple vendors, and provides a variety of mobile web apps for key Federal documents.

GPO operates on a revolving fund basis, like a business. Only 14% of GPO's funding comes from direct appropriations to cover the cost of congressional work and the depository library program and supporting distribution programs. All other revenues to GPO are reimbursements from agencies for work performed or sales of publications to the public.

For more information, please visit **www.gpo.gov**. Follow GPO on Twitter **<http://twitter.com/USGPO>**, YouTube **<http://www.youtube.com/user/gpoprinter>**, and Facebook **www.facebook.com/usgpo**.

Core Values

GPO's core values define our character. These values transcend product and market cycles, management trends, technological change, and individual leaders. Over the years, GPO has developed new product lines, employed new strategies, reengineered processes, and significantly restructured the organization, yet the core values have remained intact.

Commitment

GPO has had the responsibility of *Keeping America Informed* for over 150 years. It continues that long tradition by providing an uncompromised dedication to authentic, fast, and reliable service.

Customer Service

GPO has a customer-centric approach and has agency-wide procedures, policies, and activities in place to ensure we are meeting customers' needs and exceeding

their expectations.

Dependability

GPO is a trusted source of Federal information and works to deliver quality goods and services on time.

Diversity

GPO is dedicated to diversity in every aspect of the business. Our commitment to diversity helps serve customers better and provides a positive work environment for employees. GPO is committed to promoting and supporting an inclusive environment that provides to all employees the chance to work to their full potential.

Integrity

GPO's employees believe that honesty and the highest ethics form the cornerstone of the organization and create an environment of trust.

Teamwork

GPO employees treat one another with dignity and respect and communicate openly. GPO's environment fosters collaboration and innovation while maintaining individual accountability. The agency partners with the Government and the private sector to provide the best value to customers.

I. Satisfying Our Stakeholders

A. It's all About the Customer

Objective

Develop internal processes and procedures that support an internal organizational culture in which exceptional service, delivery, and customer satisfaction are encouraged and rewarded.

- GPO will work to understand, anticipate, and meet the needs of customers. GPO will provide world-class customer service together with product innovation through a wide range of print and technology vehicles.
- GPO is dedicated to providing products that deliver results and will recognize employees who exceed customer expectations.
- GPO will continue to utilize our expertise in printing and information technologies to educate our customers so that they can take advantage of GPO products and services.

B. Open and Transparent

Objective

Build on GPO's ongoing commitment to an open and transparent government.

- GPO will continue to provide authentic information to the American public through a variety of print and technology vehicles efficiently and securely.
- GPO will become a key innovator and leader in the Presidential mandate of transparency (White House Open Government Initiative). Realizing that participation, and collaboration form the cornerstone of an open government, GPO will utilize all available technology to assist Federal agencies in disseminating information about their operations in a fast, secure, and permanent manner.

C. Enhance Strategic Partnerships

Objective

Enhance strategic partnerships to gain flexibility, build effective networks, and manage processes to meet customer demands and expectations.

- GPO will develop the agency-wide synergies and flexibilities to continuously strive for quality, availability, and efficiency in the delivery of products and services. GPO will also work to improve its internal culture and business processes to ensure mutual support and growth to customers and employees.
- GPO will continuously work on strengthening purposeful collaboration with internal and external customers that will create more efficient and effective programs and processes.

II. Strengthening Our Organizational Foundation

A. Right Tools

Objective

Anticipate, plan and equip GPO to provide products and services to customers.

- In order to provide quality service to customers, GPO must invest in employees and technology. GPO will focus on the creation of first-rate, system-wide solutions that meet customer requirements and exceed customer expectations. GPO will improve processes and technologies to ensure that solutions are scalable, available, cost-effective, and secure.
- Technology investments will be in direct relationship with GPO's business goals, resulting in excellent customer service, strong partnerships, secure infrastructures, and cost-effective performance.

B. Maintain Fiscal Responsibility

Objective

Utilize a cost effective and collaborative approach in managing GPO's business processes to help the agency achieve its strategic initiatives and ensure continued financial stability.

C. Environmental Stewardship

Objective

Continue to integrate the application of environmental values into GPO processes and support environmental stewardship through effective implementation of "green initiatives."

- GPO is committed to working toward a more sustainable future and providing a safer, healthier environment to future generations. GPO will continue to introduce programs that include recycling, reducing energy consumption, and reducing GPO's carbon footprint and will provide Federal customers with environmentally friendly printing alternatives.
- GPO will remain committed to creating a sustainable environment that prioritizes agency actions based on return on investment. GPO will continue with initiatives regarding paper consumption, petroleum products utilization, energy expenditures, emissions, and other areas that have reduced its footprint on the environment. GPO is developing additional plans to incorporate this direction well into the future.

D. Continuity of Operations (COOP)

Objective

Develop appropriate plans to provide for the continuation of GPO's essential functions and operations during a wide range of all-hazards emergencies.

- At GPO, COOP enables continuation of essential functions of printing and information product operations for Congress, Federal agencies, and the public in the event of a national security or isolated emergency affecting GPO facilities in Washington, D.C.

III. Offering Products and Services

A. Statutory Foundation

Objective

The mission of the GPO is rooted in legislation codified in Title 44 U.S.C. We will continue to use technology and best practices to ensure the most efficient and effective provision of mission-critical products and services for Congress, Federal agencies, and the public.

B. Secure Federal Credentials

Objective

Provide the capability to meet the secure Federal credential requirements of Federal agencies.

- GPO plays a vital role in the security programs of our customers and our Nation. GPO produces the latest-generation electronic passports for the Department of State (DOS). Proven passport capabilities are built into a family of secure credential products for our agency customers. They acquire secure credential design, printing, manufacturing, personalization, and delivery—all from GPO. Work is performed in Government facilities by Government employees with proper clearances.

IV. Engaging Our Workforce

A. Employer of Choice

Objective

Transform GPO into an employer of choice through proactive workforce planning that focuses on diversity and through fostering work life programs to meet the changing needs of today's and tomorrow's employees.

- GPO's ability to be viewed as an employer of choice depends on the agency's ability to develop and attract quality employees and to motivate them to perform at high levels. GPO will work to maintain an environment that is fair, unbiased, and family-friendly, that promotes and values opportunity and inclusiveness. This includes a focus on reducing the incidents of EEO complaints.
- Attracting and keeping high-caliber employees and cultivating a talented, diverse workforce will allow GPO to tackle the challenges posed by an increasingly complex, ever-changing external environment. GPO is committed to treating all employees fairly, respecting their diversity, and valuing their contributions.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING
Including Transfer of Funds
Fiscal Year 2017

Proposed Appropriations Language:

For authorized publishing of congressional information and the distribution of congressional information in any format; expenses necessary for preparing the semi-monthly and session index to the Congressional Record, as authorized by law (section 902 of title 44, United States Code); publishing of Government publications authorized by law to be distributed to Members of Congress; and publishing, and distribution of Government publications authorized by law to be distributed without charge to the recipient, \$79,736,000: *Provided*, That this appropriation shall not be available for paper copies of the permanent edition of the Congressional Record for individual Representatives, Resident Commissioners or Delegates authorized under section 906 of title 44, United States Code: *Provided further*, That this appropriation shall be available for the payment of obligations incurred under the appropriations for similar purposes for preceding fiscal years: *Provided further*, That notwithstanding the 2-year limitation under section 718 of title 44, United States Code, none of the funds appropriated or made available under this Act or any other Act for printing and binding and related services provided to Congress under chapter 7 of title 44, United States Code, may be expended to print a document, report, or publication after the 27-month period beginning on the date that such document, report, or publication is authorized by Congress to be printed, unless Congress reauthorizes such printing in accordance with section 718 of title 44, United States Code: *Provided further*, That any unobligated or unexpended balances in this account or accounts for similar purposes for preceding fiscal years may be transferred to the Government Publishing Office Business Operations Revolving Fund for carrying out the purposes of this heading, subject to the approval of the Committees on Appropriations of the House of Representatives and Senate: *Provided further*, That notwithstanding sections 901, 902, and 906 of title 44, United States Code, this appropriation may be used to prepare indexes to the Congressional Record on only a monthly and session basis. (*Legislative Branch Appropriations Act, 2016.*)

Base Budget Review:

Description of Program

The estimates for Congressional Publishing are to provide funds to pay for the cost of publishing required for the use of Congress, and for publishing and distribution of Government publications authorized by law to be distributed without charge to the recipient.

Explanations of Changes

The appropriation requested for FY 2017 is \$79,736,000. A total of \$81,113,000 is required to cover congressional publishing requirements for FY 2017, but transfers of unexpended prior year appropriations to the Government Publishing Office Business Operations Revolving Fund of \$1,377,000 will be utilized to offset part of these requirements. For FY 2016, a total of \$84,391,000 is estimated to be required to cover congressional publishing requirements, but transfers of unexpended prior year appropriations totaling \$4,655,000 are available, in addition to the appropriation of \$79,736,000.

A. Congressional Record Program. The proceedings of the Senate and House of Representatives are published in the Congressional Record and posted in digital format on GPO's Federal Digital System (FDsys). Approximately 2,208 copies are printed daily. About 1,700 copies are charged to the Congressional Publishing Appropriation, including about 640 copies distributed without charge to recipients designated by Senators. The copies that are not charged to the Congressional Publishing Appropriation are delivered and charged to Government departments on requisitions and to the Superintendent of Documents for

sale to subscribers. Online access to a digital *Congressional Record* database was initiated in 1994 pursuant to the authorization in Chapter 41 of Title 44, U.S.C. After the close of each session, the daily proceedings are consolidated, indexed, and posted on FDsys. About 233 sets are printed as the permanent bound edition of the *Record*. About 102 of these sets are for Congressional use and charged to the Congressional Publishing Appropriation. The remaining 131 sets are for public sale, charged to departments on requisition, or distributed to regional Federal depository libraries. An estimated 20,400 pages will be required in FY 2017 and the cost will be approximately \$22,482,000.

B. Miscellaneous Publications. This item includes publications such as the *Congressional Directory*, Senate and House Journals, memorial addresses of Members, serial sets, and publications not carrying a document or report number, such as laws, treaties, and similar publications. An estimated \$3,683,000 will be required in FY 2017 for approximately 14,900 pages.

C. Miscellaneous Publishing and Services. This item includes letterheads, envelopes, blank paper, miscellaneous services, blank forms, composition and content management, binding, and archival storage for both Houses of Congress. The estimate for FY 2017 is \$18,108,000 for about 52.9 million units.

D. Details to Congress. This item includes the cost for GPO employees detailed to Congress. The estimated cost for FY 2017 is \$4,557,000 for 73,500 hours.

E. Document Envelopes and Document Franks. Document envelopes are furnished to Senators and Representatives for the mailing of speeches and documents. Document franks are printed individually or in sheets with perforations and are furnished to Members of Congress for mailing documents. An estimated \$648,000 will be needed in FY 2017 for approximately 3.9 million envelopes, at a cost of \$583,000 and .5 million document franks at a cost of \$65,000.

F. Business and Committee Calendars. This heading covers the publishing of all House and Senate business and committee calendars, which list the actions on pending and completed legislation. An estimated \$2,625,000 will be required in FY 2017 for approximately 19,600 pages.

G. Bills, Resolutions, and Amendments. This heading covers the publishing of bills, resolutions, and amendments in all forms, including the prints as introduced, referred, reported, and finally passed. The estimate for FY 2017 is \$4,590,000 for approximately 124,300 pages.

H. Committee Reports. This item covers published reports of congressional committees on pending legislation that carry a congressional number. An estimated \$2,775,000 will be needed for about 37,600 pages in FY 2017.

I. Documents. This heading includes all classes of Senate and House documents ordered published by Congress that carry a congressional number, such as annual reports, engineers' reports, special reports made by Government departments in response to resolutions, supplemental and deficiency estimates of appropriations, etc. The estimate for FY 2017 is \$1,922,000 for about 36,500 pages.

J. Hearings. This item covers all hearings before House and Senate committees. The estimate for FY 2017 is \$18,547,000 for approximately 250,900 pages.

K. Committee Prints. This item includes publications for the internal use of committees on pending legislation. The estimate for FY 2017 is \$1,176,000 for 28,900 pages.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
Base Budget Review (Detail by Activity)
(in thousands of dollars)

Category	2015 Actual ¹	2016 Estimate	2017 Estimate	Change
A. Congressional Record Publications:				
Daily Record:				
Content Development ²	\$ 12,135	\$ 13,092	\$ 12,695	\$ -397
Printing.....	5,976	6,448	6,253	-195
Subtotal.....	18,111	19,540	18,948	-592
Record Index.....	2,021	2,231	1,982	-249
Record Indexers.....	1,595	1,503	1,552	49
Subtotal.....	21,727	23,274	22,482	-792
B. Miscellaneous Publications.....	3,520	3,707	3,683	-24
C. Miscellaneous Publishing and Services.....	15,951	18,454	18,108	-346
D. Details to Congress.....	4,353	4,410	4,557	147
E. Document Envelopes and Franks.....	577	631	648	17
F. Business and Committee Calendars.....	2,189	3,978	2,625	-1,353
G. Bills, Resolutions, and Amendments.....	4,772	4,410	4,590	180
H. Committee Reports.....	2,406	2,768	2,775	7
I. Documents.....	1,621	1,872	1,922	50
J. Hearings.....	18,947	19,764	18,547	-1,217
K. Committee Prints.....	1,288	1,123	1,176	53
Total Obligations.....	77,351	84,391	81,113	-3,278
Surplus/(Shortfall).....	2,385	-4,655	-1,377	3,278
Appropriation.....	\$ 79,736	\$ 79,736	\$ 79,736	\$ 0

Note: The unexpended balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2016 and FY 2017, so that appropriation requirements for those years can remain stable at \$79,736,000 each year. The balance of these funds is earmarked for GPO's critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace GPO's 30+ year-old Microcomp system used in the preparation of congressional documents for digital and print access.

¹ Comprised of actual year-to-date expenditures and estimated unliquidated obligations.

² Includes GPO FDsys publishing.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
 Analysis Of Change FY 2016 to FY 2017

Base, 2016
 I. Adjustments To Base

A. Price Level Changes

- 1. Daily Congressional Record:
 - 1a. Content Development
 - 1b. Printing
 - Subtotal
- 2. Congressional Record Index
- 3. Congressional Record Indexers
- 4. Miscellaneous Publications
- 5. Miscellaneous Publishing and Services
- 6. Details to Congress
- 7. Document Envelopes and Franks
- 8. Business and Committee Calendars
- 9. Bills, Resolutions, and Amendments
- 10. Committee Reports
- 11. Documents
- 12. Hearings
- 13. Committee Prints

CALCULATION OF BASE		
FTE		AMOUNT (000)
-		\$79,736
2017 REQUEST		
-		2,125
-		330
-		<u>163</u>
-		493
-		52
-		49
-		96
-		449
-		147
-		17
-		68
-		119
-		72
-		50
-		482
-		31

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
 Analysis Of Change FY 2016 to FY 2017

CALCULATION OF BASE	
FTE	AMOUNT (000)
B. Program Type Changes	- (\$2,125)
1. Activity	- -5,403
a. Daily Congressional Record:	
1. Content Development	- -728
2. Printing	- -358
Subtotal	- -1,086
3. Congressional Record Index	- -300
b. Miscellaneous Publications	- -120
c. Miscellaneous Publishing and Services	- -795
d. Business and Committee Calendars	- -1,422
e. Bills, Resolutions, and Amendments	- 60
f. Committee Reports	- -65
g. Hearings	- -1,699
h. Committee Prints	- 24
2. Estimated Change - in Surplus/(Shortfall)	- 3,278
II. Net Change	- 0
III. Appropriation 2017	- \$79,736

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
Explanation of Changes

	FTE	Amount (000)
A. PRICE LEVEL CHANGES		
The average 2.5 percent increase is due to increases in publishing costs.	-	\$2,125
B. PROGRAM TYPE CHANGES		
1. Activity (Volume)	-	-5,403
a. Congressional Record Publications:		
1. Daily Record This 5.6 percent decrease is computed based on historical data.	-	-1,086
2. Congressional Record Index This 13.5 percent decrease is computed based on historical data.	-	-300
b. Miscellaneous Publications This 3.2 percent decrease is computed based on historical data.	-	-120
c. Miscellaneous Publishing and Services This 4.3 percent decrease is computed based on historical data.	-	-795
d. Business and Committee Calendars This 35.7 percent decrease is computed based on historical data.	-	-1,422
e. Bills, Resolutions, and Amendments This 1.4 percent increase is computed based on historical data.	-	60
f. Committee Reports This 2.3 percent decrease is computed based on historical data.	-	-65
g. Hearings This 8.6 percent decrease is computed based on historical data.	-	-1,699
h. Committee Prints This 2.1 percent increase is computed based on historical data.	-	24
2. Estimated Change	-	\$3,278

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION**

By Object Class
(In thousands)

OMB Object Class	2015 Actual	2016 Actual	2017 Estimate	Change
24 Printing & Reproduction	\$79,736	\$79,736	\$79,736	\$0

**GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION**

Analysis of Change to Budget Base
(In thousands)

OMB Object Class	Price Level Changes	Program Type Changes	Total Changes
24 Printing & Reproduction	\$2,125	(\$2,125)	\$0

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
Estimated Cost Per Unit by Category¹

Category	Unit ²	2015	2016	2017
A. Congressional Record Program:				
Daily Record:				
Content Development.....	Page.....	\$595	\$606	\$622
Printing.....	Page.....	<u>293</u>	<u>299</u>	<u>307</u>
Subtotal.....	Page.....	888	905	929
Record Index.....	Page.....	421	429	440
Record Indexers.....	Hours.....	78	80	83
B. Miscellaneous Publications.....	Page.....	236	241	247
C. Miscellaneous Publishing and Services	1,000 items.....	312	318	327
D. Details to Congress.....	Hours.....	59	60	62
E. Document Envelopes and Franks.....	1,000 items.....	141	143	147
F. Business and Committee Calendars.....	Page.....	128	130	134
G. Bills, Resolutions, and Amendments.....	Page.....	35	36	37
H. Committee Reports.....	Page.....	71	72	74
I. Documents.....	Page.....	50	51	53
J. Hearings.....	Page.....	76	72	74
K. Committee Prints.....	Page.....	39	40	41

¹ Unit costs are established based on projected workload volumes and costs. Unit costs may require adjustment if actual workload demands differ substantially from projections. GPO does not control actual workload volumes, which are driven by customer requirements. Therefore, volume variances may result in actual unit costs that differ from these estimates, due to fixed costs which do not vary directly in proportion to workload.

² The unit cost per page is the number of original pages, and the cost includes all Congressional copies of each category of work. The per page cost for content development for the Daily Congressional Record includes all composition (including file up-date and maintenance for the permanent edition) and prepress costs per original page. The cost for printing includes binding and mailing all of the copies charged to Congress. Based on an average press run of 2,208 copies, the total production cost is 24.5 cents per copy page, including copies ordered by agencies, depository libraries, and for sale to the public. The rider rate for printing additional copies is 1.5 cents per copy page.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL PUBLISHING APPROPRIATION
Volume¹ Increase/(Decrease)

Category	Unit	2015	Increase/(Decrease)		2016	Increase/(Decrease)		2017
		Total	Quantity	Percent	Total	Quantity	Percent	Total
A. Congressional Record Program:								
Daily Record:								
Content Development.....	Page.....	20,400	1,200	5.9	21,600	-1,200	(5.6)	20,400
Printing.....	Page.....	20,400	1,200	5.9	21,600	-1,200	(5.6)	20,400
Record Index.....	Page.....	4,800	400	8.3	5,200	-700	(13.5)	4,500
Record Indexers.....	Hours.....	20,400	-1,600	(7.8)	18,800	0	0.0	18,800
Miscellaneous Publications.....	Page.....	14,900	500	3.4	15,400	-500	(3.2)	14,900
Miscellaneous Publishing and Services	1,000 items.....	51,100	4,300	8.4	55,400	-2,500	(4.5)	52,900
Details to Congress.....	Hours.....	73,500	0	0.0	73,500	0	0.0	73,500
Document Envelopes and Franks.....	1,000 items.....	4,100	300	7.3	4,400	0	0.0	4,400
Calendars.....	Page.....	17,100	13,400	78.4	30,500	-10,900	(35.7)	19,600
Bills, Resolutions, and Amendments.....	Page.....	135,200	-12,600	(9.3)	122,600	1,700	1.4	124,300
Committee Reports.....	Page.....	34,100	4,400	12.9	38,500	-900	(2.3)	37,600
Documents.....	Page.....	32,200	4,300	13.4	36,500	0	0.0	36,500
Hearings.....	Page.....	249,800	24,700	9.9	274,500	-23,600	(8.6)	250,900
Committee Prints.....	Page.....	33,100	-4,800	(14.5)	28,300	600	2.1	28,900

¹ Volume is an estimate of anticipated requirements.

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY
During FY 2015

House Committees	Daily Cong. Rec.	Record Index	Record Indexers	Misc. Pubs.	Misc. P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Committee Prints	TOTALS
U.S. House of Representatives	9,289,310	1,156,809		60,874	1,629,971	96,347	29,929			1,234,600					13,497,840
Clerk of the House	830			416,109	1,719,270	109,781	10,705	2,608	1,223,033		19,313	311			3,501,961
House Members				97	3,955		510,842	44,880							559,774
H. Agriculture					80,464	103,368							167,300	15,158	366,290
H. Appropriations				950	35,586								5,413,050	575,103	6,024,690
H. Armed Services					10,754	100,772							363,927	49,777	525,230
H. Financial Services													499,480	16,972	516,452
H. Education and the Workforce						72,806							103,520	884	188,168
H. Foreign Affairs				45	9,662								696,473		706,180
H. Oversight & Government Reform					16,417	106,506							500,625		623,548
H. House Administration				28,258	53,753								39,473		121,483
H. Natural Resources					7,116	112,100							263,545	6,576	389,336
H. Energy & Commerce					90,111	199,538							913,548	28,930	1,232,127
H. Judiciary					81,647								674,673	18,307	774,627
H. Transportation & Infrastructure					33,010	110,389							381,483	411	525,292
H. Rules					4,659								489,510	365	66,629
H. Science, Space & Technology						107,616							210,208		331,112
H. Veterans' Affairs					13,288										
H. Ways and Means				319	14,171									30,862	45,352
H. Small Business					2,146	121,304							94,287		217,737
H. Commission on Security & Cooperation in Europe					2,312	65,785							176,281		244,378
H. Ethics				36,070	13,734										49,805
H. Office of the Chief Administrative Officer				834	81,540			407				180,479		13,851	277,112
H. Commission on Congressional Mailing Standards					7,166										7,166
H. Budget					3,658									1,584	5,242
H. Legislative Counsel						431,821									431,821
H. Homeland Security					5,790	109,740							181,958	10,011	307,499
H. Permanent Select Committee on Intelligence					3,132										3,132
H. US-China Economic and Security Review Commission				8,447	26,226						134,579				169,252
H. Select Committee On Benghazi					1,165								18,976		20,141
Total House	9,290,140	1,156,809	0	552,003	3,961,661	1,847,873	551,476	47,895	1,223,033	1,234,600	153,892	180,790	11,188,317	830,761	32,219,252

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY
During FY 2015

Senate Committees	Daily Cong. Rec.	Record Index	Record Indexers	Misc. Pubs.	Misc. P&S	Details	Doc. Env.	Doc. Franks	Calendars	Bills	Reports	Documents	Hearings	Committee Prints	TOTALS
U. S. Senate	6,805,447	1,027,587		105,990	1,013,635			1,340	892,512	242,415	48,744	3,119			10,140,790
Secretary of the Senate				121,950	1,628,456	470,002		7,728			10,626	2,701		16,464	2,257,927
Senate Members				79,943	2,248,067			1,075							2,329,085
S. Sec - Sergeant at Arms					816,081										816,081
S. Agriculture, Nutrition & Forestry					3,319	115,640							220,196		339,155
S. Appropriations				35	27,262	381,053							197,468	46,926	652,744
S. Armed Services					16,072	1,180							480,362	13,652	511,265
S. Banking, Housing & Urban Affairs					7,094	206,441							567,782	1,237	782,554
S. Commerce, Science & Transportation					5,485	109,327							364,590		479,402
S. Finance				213	14,298	197,355							308,871	27,618	548,355
S. Foreign Relations					5,742	186,204							234,430	149,274	575,650
S. Homeland Security & Governmental Affairs					17,244	103,486							1,284,787	81,878	1,487,395
S. Energy & Natural Resources					25,670	92,630							167,183	21,592	307,075
S. Judiciary					12,942	88,795							518,885		620,622
S. Health, Education, Labor & Pensions					14,252	108,029							154,230	2,814	279,325
S. Environment & Public Works					6,595	208,445						64,425	757,398	160	972,598
S. Rules & Administration				5,323	6,002									11,948	87,699
S. Democratic Policy					18,013									196,794	214,807
S. Republican Policy					2,047										2,047
S. Small Business & Entrepreneurship					9,842								113,133		122,975
S. Special Committee on Aging					4,945								11,773		16,718
S. Select Committee on Ethics				9,015	4,792									5,623	19,431
S. Veterans' Affairs					5,669	101,185							75,975	5,020	187,850
S. Legislative Counsel					53,292	338,017									391,309
S. Sergeant at Arms				130,855	630,621			2,843							764,319
S. Budget					12,896	88,500							81,231	41,810	224,437
S. Legal Counsel					10,338			190						3,543	14,071
S. Select Committee on Intelligence					5,430								4,987	3,006	13,423
S. Indian Affairs					12,332	107,498							126,070		245,900
Total Senate	6,805,447	1,027,587	0	453,325	6,638,435	2,903,787	0	13,176	892,512	242,415	59,370	70,245	5,669,351	629,358	25,405,008

GOVERNMENT PUBLISHING OFFICE
CONGRESSIONAL BILLINGS FOR COMMITTEES BY CATEGORY
During FY 2015

Joint	Daily	Record	Record	Misc.	Misc.	Details	Doc.	Doc.	Calendars	Bills	Reports	Documents	Hearings	Committee	TOTALS
Committees	Cong. Rec.	Index	Indexers	Pubs.	P&S		Env.	Franks						Prints	
Joint Committee On Printing				73,772	4,144										77,916
Joint Economic Committee				567	1,824								28,316		30,707
Joint Committee on Taxation				213	11,371			303						95,225	107,111
Joint Committee on Inaugural Ceremonies					201,540										201,540
Total Joint Committees	0	0	0	74,552	218,879	0	0	303	0	0	0	0	28,316	95,225	417,274
Miscellaneous															
Bylaw															
Architect of the Capitol	1,649,885	41,461	1,456,372	1,294,527	5,602,392	104,843				3,504,975	2,394,744	1,665,292		33	17,714,525
Cong-Exec Commission on China				25	23,530										23,555
Senate Caucus On International Narcotics Control					4,467	32,509							13,720	21,963	72,660
Total Miscellaneous	1,649,885	41,461	1,456,372	1,294,552	5,634,759	137,352	0	0	0	3,504,975	2,394,744	1,665,292	13,720	21,997	17,815,109
TOTALS	17,745,473	2,225,857	1,456,372	2,374,433	16,453,733	4,889,012	551,476	61,374	2,115,545	4,981,991	2,608,006	1,916,327	16,899,704	1,577,340	75,856,643

DETAILS TO CONGRESS AS OF SEPTEMBER 30, 2014 AND 2015

	2014	2015
SENATE COMMITTEES		
Agriculture, Nutrition & Forestry.....	1	1
Appropriations.....	3	3
Armed Services.....	0	1
Banking, Housing & Urban Affairs.....	2	2
Budget.....	1	1
Commerce, Science & Transportation.....	1	1
Energy and Natural Resources.....	2	0
Environment & Public Works.....	2	2
Finance.....	2	2
Foreign Relations.....	2	2
Health, Education, Labor & Pensions.....	1	1
Homeland Security & Governmental Affairs.....	1	1
Indian Affairs.....	1	1
Judiciary.....	1	1
Veterans' Affairs	<u>1</u>	<u>1</u>
Total Senate Committees.....	<u>21</u>	<u>20</u>
HOUSE COMMITTEES		
Agriculture.....	1	1
Armed Services.....	1	1
Education and the Workforce.....	1	1
Energy & Commerce.....	2	2
Homeland Security.....	1	1
Natural Resources.....	2	1
Oversight & Government Reform.....	1	1
Small Business.....	1	1
Transportation & Infrastructure.....	1	1
Veterans' Affairs.....	<u>1</u>	<u>1</u>
Total House Committees.....	<u>12</u>	<u>11</u>
MISCELLANEOUS		
Commission on Security & Cooperation in Europe.....	1	1
Congressional Service Center (CRS).....	1	1
House Enrolling Clerk.....	1	1
House Legislative Counsel.....	4	4
House Parliamentarian.....	1	1
Senate Docutech Room.....	1	1
Senate Enrolling Clerk.....	1	1
Senate Legislative Counsel.....	3	3
Senate Official Reporters.....	1	1
Senate Service Department.....	<u>1</u>	<u>1</u>
Total Miscellaneous.....	<u>15</u>	<u>15</u>
SUMMARY		
Senate Committees.....	21	20
House Committees.....	12	11
Miscellaneous.....	<u>15</u>	<u>15</u>
	<u>48</u>	<u>46</u>

GOVERNMENT PUBLISHING OFFICE
PUBLIC INFORMATION PROGRAMS OF THE SUPERINTENDENT OF DOCUMENTS
SALARIES AND EXPENSES
Including Transfer of Funds
Fiscal Year 2017

Proposed Appropriation Language:

For expenses of the public information programs of the Superintendent of Documents necessary to provide for the cataloging and indexing of Government publications and their distribution to the public, Members of Congress, other Government agencies, and designated depository and international exchange libraries as authorized by law, [\$30,500,000] \$29,500,000: *Provided*, That amounts of not more than \$2,000,000 from current year appropriations are authorized for producing and disseminating Congressional serial sets and other related publications for fiscal years [2014 and] 2015 and 2016 to depository and other designated libraries: *Provided further*, That any unobligated or unexpended balances in this account or accounts for similar purposes for preceding fiscal years may be transferred to the Government Publishing Office Business Operations Revolving Fund for carrying out the purposes of this heading, subject to the approval of the Committees on Appropriations of the House of Representatives and Senate. (*Legislative Branch Appropriations Act, 2016*)

Base Budget Review:

Description of Public Information Programs of the Office of Superintendent of Documents that are administered through the Library Systems and Content Management (LSCM) organization: The Salaries and Expenses Appropriation provides for: (1) the Federal Depository Library Program (FDLP); (2) the cataloging and indexing of Government publications; (3) the distribution of certain Government publications to Members of Congress and other Government agencies, as designated by law; and (4) the distribution of Government publications in the International Exchange Service.

A total of \$29,500,000 is requested for this appropriation for FY 2017. The request for FY 2017 includes funding for 94 full-time equivalents (FTE's). The request reflects a decrease of \$1,000,000 from FY 2016. The decrease is the result of on-going cataloging and digitization activities being funded through the use of transfer funds from prior year appropriations. The agency received approval in FY 2015 to transfer \$6,067,000 from prior year appropriations for various program activities. The use of these funds has enabled the agency to absorb personnel and operational cost increases for FY 2017 while continuing to perform vital services.

Federal Depository Library Program

As authorized by chapter 19 of Title 44, U.S.C., the mission of the FDLP is to disseminate information products from all three branches of the Federal Government to 1,159 libraries nationwide designated as Federal depository libraries, directly by law or as depositories designated by their Representatives and Senators. Federal depository libraries maintain and provide free access to Federal Government information products to the public. Providing free online access to Government publications is established under the authority of chapter 41 of Title 44, U.S.C., via GPO's Federal Digital System (FDsys) (www.fdsys.gov).

In FY 2015, approximately 5,920 tangible titles consisting of 1,072,919 copies were distributed to Federal depository libraries. In keeping with the direction of the Legislative Appropriations Act for FY 1996, GPO has transitioned the FDLP to a predominantly digital electronic program. The total number of Federal Government information titles available to the public online via FDsys is over one million searchable documents. GPO continues to adjust its workflows and operations to accommodate a primarily digital FDLP. The costs of the program are related to identifying, acquiring, cataloging, linking to, authenticating, modernizing, and

providing permanent public access to digital Government information. Included in these costs are on-going maintenance and update expenses for needed digital resources.

As information becomes more digital and collection space more limited, there have been requests from regional depository libraries to be able to discard some materials in order to appropriately manage collections. In August of 2015, the Joint Committee on Printing (JCP) approved the implementation of a discard policy that the Superintendent of Document must define and deploy. In order to successfully implement the new policy, system changes will be necessary to establish a new workflow and inventory database. The initial requirements are expected to cost approximately \$800,000. The Superintendent of Documents plans on using prior year appropriations transfer funds for these expenses. This would require no new funds to be requested for the initial part of the project in FY 2017.

Cataloging and Indexing Program

Under the requirements of sections 1710 and 1711 of Title 44, U.S.C., GPO is charged with creating access to all Federal Government publications that are not confidential in nature via catalogs and indexes. The principal tool to do that is the Web-based Catalog of U.S. Government Publications (CGP) (<http://catalog.gpo.gov>) that has over 824,000 records identifying and providing access to tangible and digital Federal Government publications. In FY 2015, there were 23,640,306 successful searches of the CGP and 19,074 new records added to the catalog. GPO's goals for the CGP are to expand this catalog to be a comprehensive title listing of all public Federal Government publications, both historic and electronic, and increase the visibility and use of Government information products, including eBooks. In the past year, over 230 free Government eBooks from various agencies were made available in the CGP with more continuously added.

A major undertaking of the program is the National Bibliographic Records Inventory Initiative (NBRII). The initiative comprises various multi-year projects to bring fugitive material and historic publications under bibliographic control and to make those records available through the CGP. In FY 2015, LSCM completed holdings records for 39,882 serial issues, transcribed bibliographic records for 47 drawers of the historic shelf list, added about 1,034 bibliographic records through five cooperative cataloging partnerships. These various NBRII projects will be on-going in FY 2016 with the addition of two new cooperative cataloging partners and the creation of holding records for historic issues of serial titles. Prior years transfer funds will be used to fund on-going historic cataloging efforts in FY 2017. The FY 2017 appropriation request has been reduced due to the availability of these transfer funds.

International Exchange Service

As authorized by Section 1719 of Title 44, U.S.C., and pursuant to an international treaty establishing the exchange of official publications, GPO distributes U.S. Government publications in microfiche, print and tangible electronic formats to foreign governments. In exchange, those foreign governments agree to send their similar government publications to the United States for deposit at the Library of Congress (LOC). LOC designates which publications are to be distributed abroad and GPO performs the actual distribution.

By-Law Distribution Program

Under various provisions of Title 44, U.S.C., GPO distributes certain tangible publications to recipients designated by law. Two or more copies of every publication printed by GPO are provided to Library of Congress (LOC), even if the publication is not distributed to the Federal depository libraries. In addition, the National Archives and Records Administration (NARA) receives up to three copies of printed publications. GPO also maintains mailing lists of specific publications that are designated to be distributed by law and provides copies of publications to foreign legations as directed by the State Department.

**GOVERNMENT PUBLISHING OFFICE
PUBLIC INFORMATION PROGRAMS
SUPERINTENDENT OF DOCUMENTS
SALARIES AND EXPENSES**

Analysis of Change 2016 to 2017
(Dollars in Thousands)

FY 2017 Agency Request	
FTE	Amount
FY 2016	94 \$ 30,500
FY 2017	
Mandatory Pay and Related Costs	
Annualization of FY 2016 pay raise	- 46
Pay raise for FY 2017	- 277
Within-grade increases for FY 2017	- 139
Decrease of 2 work days for FY 2017	- (73)
Total Mandatory Pay and Related Costs	- 389
Total Price Level Changes	- 28
Program/Project/Activity Increases (Decreases) for FY 2017	
Establishment of regional depository library discard policy and process	- 800
Use of approved, prior year appropriation transfer funds for approved program	- (2,217)
Total Program/Project/Activity Increases (Decreases) for FY 2017	- (1,417)
Total Net Change	- (1,000)
Total FY 2017 Appropriation	94 \$ 29,500

**GOVERNMENT PUBLISHING OFFICE
PUBLIC INFORMATION PROGRAMS
SUPERINTENDENT OF DOCUMENTS
SALARIES AND EXPENSES**

Summary
(Dollars in Thousands)

	FY 2015 Actual (1)	FY 2016 Approved (2)	FY 2017 Requested (3)	FY 2016/2017 Net Change	
<u>Summary by Program</u>					
By-Law Distribution	\$ 315	\$ 305	\$ 295	\$ (10)	(4)
Cataloging and Indexing	8,505	8,235	7,965	(270)	(4)
Federal Depository Library	22,050	21,350	20,650	(700)	(4)
International Exchange	630	610	590	(20)	(4)
Total Appropriation	\$ 31,500	\$ 30,500	\$ 29,500	\$ (1,000)	
<u>Summary by OMB Object Class</u>					
11 Personnel Compensation	\$ 7,064	\$ 7,428	\$ 7,613	\$ 185	(5)
12 Personnel Benefits	2,138	2,080	2,284	204	(6)
21 Travel	47	52	53	1	(7)
22 Transportation of Things	592	785	802	17	(7)
23 Rents Communications and Utilities	460	117	120	3	(7)
24 Printing and Reproduction	8,000	8,000	8,000	-	(8)
25 Other Services	13,029	11,695	10,278	(1,417)	(9)
26 Supplies and Materials	166	339	346	7	(7)
31 Equipment	4	4	4	-	(7)
Total Appropriation	\$ 31,500	\$ 30,500	\$ 29,500	\$ (1,000)	

- (1) (Consolidated Appropriations Act, 2015 P.L. 113-255). The agency also transferred \$6.067M to cover projects related to digitization.
- (2) FY 2016 approved and obligated funding through 09/30/2016. (Consolidated Appropriations Act, 2016 P.L. 114-113) The approved funds reflect a reduction in appropriation factors for all personnel and other expenses are being absorbed through a reduction in contractual services being funded through
- (3) Requested amount is based on FY 2016 funding levels with mandatory increases for salary and all non-salary categories. Personnel compensation was calculated based on staffing needs, pay rates and work days for the year. The agency is utilizing prior year transfer funds to cover projects that support the transition from traditional printed material to digitized information to align with the Agency goal to provide greater access to Government information to the public. The use of these funds for continued
- (4) Amount reflects mandatory increases for personnel and price level increases with a reduced request for Other Services for Cataloging and Indexing and FDsys projects that are to be funded through prior-years
- (5) Amount reflects the funding of merit and within grade and mandatory pay increases and two less work days for 94 FTEs for FY 2017.
- (6) Reflects anticipated benefit expenditures based on 30% of Personnel Compensation figure.
- (7) Reflects price level increase due to inflation.
- (8) Due to the transition from traditional printing to digital information, printing expenses are expected to remain flat with volume reductions offsetting cost increases.
- (9) applied to all categories. Contractual services has been reduced due to on-going activities funded through prior years transfer funds.

**GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS
REVOLVING FUND
Fiscal Year 2017**

Proposed Appropriations Language:

For payment to the Government Publishing Office Business Operations Revolving Fund, [\$6,832,000] \$7,832,000, to remain available until expended, for information technology development and facilities repair: Provided, That the Government Publishing Office is hereby authorized to make such expenditures, within the limits of funds available and in accordance with law, and to make such contracts and commitments without regard to fiscal year limitations as provided by section 9104 of title 31, United States Code, as may be necessary in carrying out the programs and purposes set forth in the budget for the current fiscal year for the Government Publishing Office business operations revolving fund: *Provided further*, That not more than \$7,500 may be expended on the certification of the Director of the Government Publishing Office in connection with official representation and reception expenses: *Provided further*, That the business operations revolving fund shall be available for the hire or purchase of not more than 12 passenger motor vehicles: *Provided further*, That expenditures in connection with travel expenses of the advisory councils to the Director of the Government Publishing Office shall be deemed necessary to carry out the provisions of title 44, United States Code: *Provided further*, That the business operations revolving fund shall be available for temporary or intermittent services under section 3109(b) of title 5, United States Code, but at rates for individuals not more than the daily equivalent of the annual rate of basic pay for level V of the Executive Schedule under section 5316 of such title: *Provided further*, That activities financed through the business operations revolving fund may provide information in any format: *Provided further*, That the business operations revolving fund and the funds provided under the heading "Public Information Programs of the Superintendent of Documents" may not be used for contracted security services at GPO's passport facility in the District of Columbia. (*Legislative Branch Appropriations Act, 2016*.)

Base Budget Review:

By law, GPO's Business Operations Revolving Fund is used to finance GPO's publishing operations. Approximately 70 percent (excluding Security and Intelligent Documents) of GPO's publishing revenue is from procuring publications and related services for customer agencies. This work is procured through GPO's Customer Services business unit utilizing the private sector printing and information product industry. The majority of the Government's publishing requirements are effectively satisfied through this procurement activity because the highly competitive process provides access to the vast resources, expertise, and specialization within the commercial sector at the most cost effective price.

GPO's in-plant facility provides digital and tangible products in support of the information and day-to-day business needs of Congress and Federal agencies. GPO produces the Congressional Record overnight when Congress is in session, and bills, hearings, documents, reports and committee prints in time to support Congress' legislative needs. Also produced are the *Federal Register*, the *Code of Federal Regulations*, and other key Government documents, such as the annual *Budget of the U.S. Government*.

With a few exceptions, the paper used to produce tangible documents by GPO and its contractors meets or exceeds Federal recycled paper requirements and all GPO inks are manufactured from vegetable oil in accordance with the Vegetable Ink Printing Act of 1994.

GPO plays a critical role in America's security by producing secure Federal credentials, including the U.S. Passport for the Department of State, that combine digital and print

security measures. GPO's publications sales program provides the public with an opportunity to purchase a wide variety of low cost, consumer-oriented publications, Congressional documents, and Executive and Judicial publications.

Documents can be ordered through GPO's secure Online Bookstore site at <http://bookstore.gpo.gov> or from GPO's bookstore in Washington, DC. Free and low cost publications are distributed through the Federal Citizen Information Center (FCIC) in Pueblo, CO. GPO also provides warehousing and publication distribution services for Federal agencies on a reimbursable basis. Thousands of titles are for sale at any given time, including books, CD-ROMs, eBooks and other digital formats.

BUSINESS OPERATIONS REVOLVING FUND REQUESTS

For FY 2017, GPO is requesting a total of \$7,832,000 for the Business Operations Revolving Fund to remain available until expended, for the following projects:

Information Technology Cybersecurity Projects

Security Enhancements for Advanced Persistent Threat	\$ 1,500,000
Wireless Intrusion Prevention	100,000
Log Collector (Tech Refresh)	<u>100,000</u>

Total Information Technology Cybersecurity Projects	<u>1,700,000</u>
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FDsys Projects

General System and Collection Development	3,400,000
Next Generation FDsys Public Website	450,000
Infrastructure	<u>325,000</u>

Total FDsys Projects	<u>4,175,000</u>
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Facilities Projects

Upgrade Electrical Panels/Wiring	200,000
Uninterrupted Power Supply for Data Center	257,000
Emergency Power Generator	500,000
Elevators 39, 40, 41	<u>1,000,000</u>

Total Facilities Projects	<u>1,957,000</u>
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Total Business Operations Revolving Fund Requests	<u><u>\$ 7,832,000</u></u>
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Information Technology Cybersecurity Projects

InSecurity Enhancements for Advanced Persistent Threat (\$1,500,000). Required for enhanced technologies and services to combat, detect, and prevent advanced persistent threats from compromising GPO systems.

Wireless Intrusion Prevention (\$100,000). Required to provide enhanced ability to detect and prevent intrusion attempts specifically targeted to wireless systems at GPO.

Log Collector (Tech Refresh) (\$100,000). Required to replace old, near obsolete log collector systems in order to have sufficient audit log trails for security investigations and detection/prevention of intrusion attempts.

FDsys Projects

General System and Collection Development (\$3,400,000). Development of new FDsys features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content and increasing the discoverability of information.

Next Generation FDsys Public Website (\$450,000). Completion of development and switchover to FDsys next generation to support a responsive user interface, search engine replacement, publication linking, user interface improvements and content curation.

Infrastructure (\$325,000). Infrastructure for hardware, storage, and environments to manage system performance as FDsys content and usage continues to grow.

Facilities Projects

Upgrade Electrical Panels/Wiring (\$200,000). This is to address the obsolete and deteriorating central power distribution feeds original to the building complex. They represent a safety hazard.

Uninterrupted Power Supply (UPS) for Data Center (\$257,000). The current UPS design and equipment are both obsolete. To ensure equipment integrity in the data center, these systems need to be replaced.

Emergency Power Generator (\$500,000). This is to enable more electrical load to remain “up” during power outages.

Elevators 39, 40, 41 (\$1,000,000). These elevators are the main vertical artery for Plant Operations to get products between Press and Bindery.

**GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS REVOLVING FUND**

Analysis of Change 2015 to 2016
(Dollars in Thousands)

	FY 2017 Agency Request	
	FTE	Amount
Obligational Authority, FY 2016	1,740	\$ 715,432
Non-recurring Costs - Equipment to be obligated in FY 2016	-	(49,744)
Mandatory Pay and Related Costs		
Annualization of FY 2016 pay raise	-	646
Pay raise for FY 2017	-	3,844
Within-grade increases for FY 2017	-	1,971
Decrease of 2 work days for FY 2017	-	(1,457)
Total Mandatory Pay and Related Costs	-	5,004
Total Price Level Changes	-	10,305
Program/Project/Activity Increases for FY 2017		
Capital expenditures equipment, systems, and facilities	-	15,666
Capital Expenditures to be funded by an Appropriation		
Security Enhancements for Advance Persistent Threat	-	1,500
Wireless Intrusion Prevention	-	100
Log Collector (Tech Refresh)	-	100
FDsys General System and Collection Development	-	3,400
FDsys Next Generation Public Website	-	450
FDsys Infrastructure	-	325
Upgrade Electrical Panels/Wiring	-	200
Uninterrupted Power Supply for Data Center	-	257
Emergency Power Generator	-	500
Elevators 39, 40, 41	-	1,000
Total Expenditures to be funded by an Appropriation	-	7,832
Net change requested	-	\$ (10,937)
Total Budget FY 2017	1,740	704,495
Total Offsetting Collections	-	696,663
Total FY 2017 Appropriation	-	\$ 7,832

GOVERNMENT PUBLISHING OFFICE
BUSINESS OPERATIONS REVOLVING FUND
Summary by Object Class
(Dollars in Thousands)

Object Class	FY 2015 Actual	FY 2016 Enacted	FY 2017 Request	FY 2016/2017 Net Change
11 Personnel Compensation	\$ 145,269	\$ 144,475	\$ 148,140	\$ 3,665
12 Personnel Benefits	48,759	52,801	54,140	1,339
21 Travel	708	819	837	18
22 Transportation of Things	10,193	9,235	9,438	203
23 Rents, Communications and Utilities	15,860	17,250	17,630	380
24 Printing and Reproduction	307,414	267,293	273,173	5,880
25 Other Services	36,299	42,446	43,380	934
26 Supplies and Materials	142,309	131,369	134,259	2,890
31 Equipment	32,900	49,744	23,498	(26,246)
Total Budget	\$ 739,711	\$ 715,432	\$ 704,495	\$ (10,937)



U.S. GOVERNMENT PUBLISHING OFFICE

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