



THE HONORABLE HUGH NATHANIAL HALPERN
Director
United States Government Publishing Office

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

**United States Government Publishing Office
FY 2027 Budget Hearing**

March 6, 2026
9:00 AM
Room 2362-B
Rayburn House Office Building
Washington, DC 20515

U.S. GOVERNMENT PUBLISHING OFFICE

732 North Capitol Street, NW | Washington, DC 20401-0001

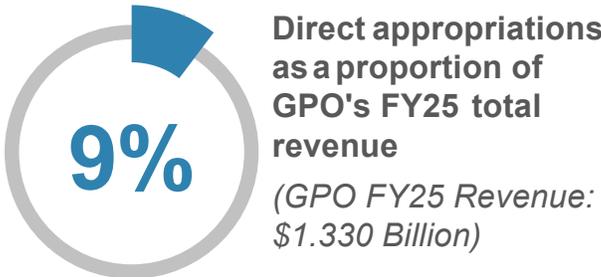
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Mr. Chairman, Ranking Member Espaillat, and Members of the Subcommittee, I am honored to appear before the Subcommittee on Legislative Branch Appropriations to present the Government Publishing Office’s (GPO’s) fiscal year 2027 appropriations request. I thank you and your staff for your past support of GPO, and I look forward to again working closely with you in the coming year. For fiscal year 2027, I am requesting appropriations in the amount of \$132,000,000, an amount equal to our FY 2026 appropriation.

If fully funded, this request would mark the fourth consecutive year in which GPO would be funded at \$132,000,000, and it would also represent a 10.5 percent reduction from our appropriation of \$147.5 million in FY 2010—some 16 years ago. We are proud to be able to submit this flat funding request for fiscal year 2027 despite increased labor and materials costs and to do so while continuing to make critical investments.

As you know, GPO runs as a business enterprise and appropriated funds represent a comparatively small portion of GPO’s overall budget. For FY 2025, about 91 percent of GPO’s revenue came from billings of its other Federal customers, including the State Department, the courts, the Department of Defense, and many others, while just under nine percent of our overall revenue came from direct appropriations. For FY 2026, we estimate that direct appropriations will again represent only about nine percent of our budget (*See figure 1*).

Figure 1



Those customers pay for products with pricing based on GPO’s statutory requirement to recover its costs, meaning that we adjust pricing based on the costs of materials, labor, and overhead. As most of GPO’s appropriations requests are based on funding for Congress’ publishing needs and the Agency’s operation of the Federal Depository Library Program, we sometimes must increase our appropriations requests when faced with increased costs.

Our model continues to deliver results. For the 29th consecutive year, GPO received an unmodified, or “clean,” opinion on its financial statements, showing that we closed our books for fiscal year 2025 with net positive income of \$32.8 million. That is our fifth consecutive positive result and will enable us to continue investing in our team, equipment, and campus.

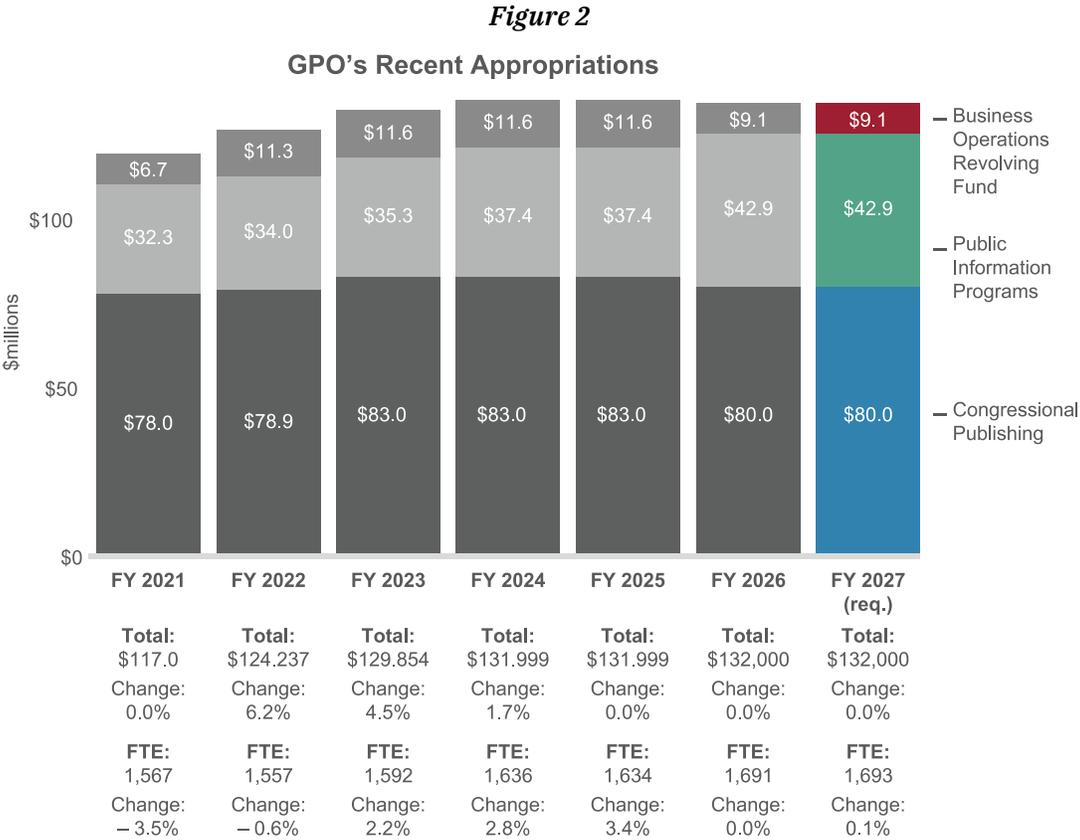
It is also important to note that, given the conditions with our customers and increased materials costs, as well as the lingering impacts of lost business due to the shutdown in October and November, I expect our net income to be lower in FY 2026. How much lower it is difficult to say, but we are working hard to remain in the black for FY 2026 and tightening our belts. I am hopeful we will succeed in our efforts to have a financially successful year but much work needs to be done and we are facing a few headwinds.



GPO'S FY 2027 APPROPRIATIONS REQUEST

GPO is requesting an overall appropriation of \$132,000,000 for FY 2027, an amount equivalent to GPO's appropriations for the previous three fiscal years. GPO's request would accommodate increases to our labor and raw materials costs while enabling us to fund ongoing projects of importance to our congressional customers.

Increased productivity through the adoption of new technologies has been key to keeping GPO's needs for appropriations down, providing new and improved services at lower costs, and reducing overall headcounts. *Figure 2* shows GPO's recent appropriations amounts and requests. Currently, we have 1,643 GPO teammates, compared to 2,284 in FY 2010, when GPO's appropriation was 10.5 percent greater.



One tool that has helped constrain growth in our appropriations requests is the repurposing of prior-year unexpended balances to support programs and capital investments consistent with the original purpose of those appropriated funds. We appreciate the willingness of this Subcommittee and the Full Committee to permit GPO to reapply such balances in recent years to continue our current robust pace of development and innovation.

Our FY 2027 request includes \$80,000,000 for congressional publishing, the same amount as our FY 2026 appropriation. It is based on our estimates of Congress' likely needs, informed by historical trends, and available unexpended balances. It is also informed by increased raw materials and labor costs. In constant-dollar terms it represents a 78 percent reduction for congressional publishing appropriations since FY 1980, and a 42 percent reduction since FY 2010.

Our request for our public information programs (PIP) account, through which we administer the nationwide Federal Depository Library Program, is \$42,852,000, which is the same as the amount of our FY 2026 appropriation. This will cover the costs of providing Federal Government publications in digital and tangible formats to 1,089 Federal depository libraries nationwide, cataloging and indexing, and distributing documents to recipients designated by law and international exchanges. Within this account, rising personnel costs and mandatory pay and inflationary increases are expected to be largely offset by savings from reduced printing and distribution expenses. With this proposed increase, the PIP appropriation will be just 4.74 percent higher than the amount appropriated in FY 2010, but still 30 percent lower in constant-dollar terms.

The final component of our overall appropriations request is for a total of \$9,148,000 for GPO's revolving fund to support capital investments and information technology upgrades. This component of our request is critically important to ensure that GPO can make the capital investments in equipment and technology needed to continue providing Congress and our Federal agency customers with the high level of service they expect. It will be used to support two specific long-standing priority capital investment projects that will be familiar to the Subcommittee.

► **XPub**

First, we are seeking \$3,698,000 in direct appropriations support for our continued development of the XPub composition system, which is intended to fully replace our more than 40-year-old proprietary MicroComp composition system.

XPub is a transformational project for GPO. It will enable GPO and our customers to move to an all XML-composition workflow, simplifying authoring and production while also providing data in a format where it can easily be posted on the web, delivered to mobile devices, and repurposed into e-books, mobile web applications, or other forms of content delivery which contribute to openness and transparency in Government.

XPub is being deployed product-by-product. In FY 2025, GPO delivered a release candidate of congressional bills and public laws to congressional customers, and the House and Senate have now completed the first phase of user acceptance testing. At the current time, this release is expected to move into production in late FY 2026 or early FY 2027, though that is largely dependent on our customers.

GPO is also working to complete the production of the more than 60,000-page volume 2024 Main Edition of the United States Code through XPub and on a limited rollout of a product called XPub Horseshoe, which will transition GPO's current paper-based workflow to a fully electronic process.

Prior to FY 2022, much of the initial development of XPub had been funded through the annual reprogramming of unexpended appropriations with the Subcommittee's support, but given GPO's mostly static appropriations requests in recent years, those prior-year funds are being expended on other priorities as well. In recognition of the importance of the XPub project, the Subcommittee generously provided direct appropriations of nearly \$25.6 million beginning in fiscal year 2022.

If approved, our \$3,698,000 appropriation request will keep XPub development and deployment on track in FY 2027. Once development is complete, we hope to provide XPub to our customers as a software-as-a-service (SaaS) application, ensuring a dedicated stream of income to support continued platform development without the need for separate recurring appropriations.

► GovInfo

The second component of GPO's request for increased capital investment appropriations in FY 2027 relates to the continued development of our peerless GovInfo online portal, the world's only ISO-certified trusted digital repository. In recent years, the Subcommittee directly appropriated funds to refresh GovInfo's infrastructure and further develop its content collections. This year's request of \$5,450,000 for GovInfo is the same amount the Subcommittee provided in FY 2026, and it would be divided between infrastructure investments (\$1,800,000) and development investments (\$3,650,000), including development required to support the digitization of historical content.

Investments in GovInfo support the distribution of much of the legislative data that supports the Library of Congress' Congress.gov site, as well as the bulk data made available for other public uses. In addition, GovInfo helps keep the costs of administering the Federal Depository Library Program down by making hundreds of thousands of critical Government publications available online free of charge, obviating the need to print and distribute thousands of volumes annually.

With the Subcommittee's sustained support, GPO has been able to add hundreds of thousands of additional documents and publications to the GovInfo online repository each year—over 235,963 content packages were added in FY 2025—and the public's usage of GovInfo continues to grow, with nearly 164 million information retrievals a month from GovInfo throughout FY 2025.

OIG REQUEST

Lastly, before I conclude, I want to add that, as required by section 1604(c) of the Legislative Branch Inspectors General Independence Act, we have forwarded our Inspector General's request for \$7,226,000 in budget authority for FY 2027 as part of our FY 2027 Budget Submission. Currently, that request is funded as part of GPO's agency overhead—a component of the prices and rates GPO charges its agency customers and Congress—and not as a separate appropriation.

CONCLUSION

Chairman Valadao, Ranking Member Espaillat, and Members of the Subcommittee, thank you for this opportunity to present GPO's FY 2027 appropriations request, and for all the support you and your staff have extended to us during these challenging past two years. This completes my prepared statement, and I look forward to answering any questions you may have.

Hugh Nathaniel Halpern, GPO Director

Hugh Nathaniel Halpern is the U.S. Government Publishing Office (GPO) Director, the Agency's chief executive officer. The Agency is responsible for publishing and printing information for the three branches of the Federal Government. Halpern is the 28th person to lead GPO since the Agency opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President of the United States. President Donald Trump nominated Halpern to be GPO Director on October 17, 2019, and the U.S. Senate confirmed him on December 4, 2019.



Biography

Prior to coming to GPO, Halpern held a succession of leadership positions during his 30 years on Capitol Hill. He served as the Director of Floor Operations for the Speaker of the U.S. House of Representatives. In that role, Halpern was the highest-ranking floor staffer in the House and served as Speaker Paul Ryan's Chief Advisor on all procedural matters. He managed the daily floor operations of the House, served as the liaison to all leadership offices, and oversaw legislative interactions between The White House, House and Senate. In 2018, he received the John W. McCormack Award of Excellence, the highest award given to a staff member in the House. The award recognizes a lifetime of bipartisan service to the House.

In addition to his position in the Speaker's Office, Halpern has more than a decade of experience serving on the senior leadership staff. He has a proven track record of successfully leading teams to achieve results.

During his career, he served half a dozen different committees in both policy development and procedural roles. During his 11 years on the House Committee on Rules, Halpern served as Staff Director leading the management and terms of debate on the House floor. In 2001, he was named General Counsel by Chairman Mike Oxley for the newly established House Committee on Financial Services. During his tenure, the committee provided legislation addressing terrorist financing and money laundering, improving investor confidence in the wake of the Enron and WorldCom scandals and granting consumers important new tools to fight identity theft. During the 1990s, Halpern served on the House Committee on Energy and Commerce, where he handled a variety of legislative issues, including automobile safety, insurance, FTC consumer protection and tobacco regulation. Halpern began his career in Congress as an intern for Rep. E.G. "Bud" Shuster in 1987.

Halpern served a number of temporary positions during his time on Capitol Hill. He was the Parliamentarian to the First Select Committee on Homeland Security, which created the Department of Homeland Security, General Counsel to the Select Committee to investigate the voting irregularities of August 2, 2007, and Assistant Parliamentarian to the 2008, 2012, and 2016 Republican National Conventions.

A native of Hollidaysburg, PA, Halpern received bachelor's and master's degrees in Political Science from American University in 1991 and 1992, respectively. He also received a law degree from George Mason University in 1997. Halpern has been included in Roll Call's list of 50 most powerful Congressional staffers 14 times and featured in a National Journal profile as one of "The New Power Players" on Capitol Hill.



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