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The Librarian of Congress
Before the
Subcommittee on the Legislative Branch
Committee on Appropriations
U.S. Senate

Fiscal 2023 Budget Request

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

Thank you for the opportunity to provide testimony in support of the Library's fiscal 2023 budget.

The Library of Congress has built one of the largest collections of human knowledge ever assembled in support of our mission to engage, inspire, and inform the Congress and the American people with a universal and enduring source of information and creativity. My top priority as Librarian of Congress remains expanded user access to the Library's resources and services. We are an authoritative source of knowledge that enriches the American people in countless ways. We constantly strive to find new ways to share our extraordinary riches with the nation.

Two years ago, the Library had to close its doors as the pandemic began. We moved quickly and successfully to adopt new and innovative approaches to serving the Congress and the American people. I am pleased to report that we continued to make progress in sharing more of the Library's collections, programming, and staff expertise beyond the four walls of the Library. In fact, the pandemic accelerated our efforts to engage the public virtually and share our collections and services in new and exciting ways, allowing us to reach even more people across the nation. In fiscal 2021, with the support of the Congress, the Library continued to build the collections and engage users. The Library reduced the cataloging arrearage by 1.2 million items, created online resources, reopened reading rooms, welcomed visitors and researchers, and resumed the Surplus Books Program, among many other activities. The Library's Center for Learning and Engagement produced a year full of exciting virtual and hybrid programming, including the 21st National Book Festival. Essential services, including the Congressional Research Service and the United States Copyright Office, were able to operate largely as normal. The National Library Service for the Blind and Print Disabled implemented a long-awaited change that made it easier for people with reading disabilities to enroll for services. With congressional support and private

philanthropy, we continued to work toward unveiling the Library's enhanced Visitor Experience in phases, beginning with the Treasures Gallery in late 2023. The Library also reached an important milestone during the pandemic, with over 7.5 million items under inventory control in its preservation facility at Fort Meade and a new collection storage module completed. In another significant marker, for the first time, the Library's production information technology foundation exists fully outside of the Capitol Hill campus. With the completion of the Library's Data Center Transformation effort, the Office of the Chief Information Officer (OCIO) is now hosting the Library's more than 100 production IT systems and nearly 90 petabytes of data across a modern hybrid hosting environment.

Today, the Library holds nearly 174 million physical items, including special collections consisting of audio materials, maps, moving images, sheet music and much more. A single copy of our digital collections requires 26 petabytes of storage – that is roughly the equivalent of 13 trillion pages of printed text. If you piled up that many pages, you could reach the moon more than three times with these stacks of stored knowledge. The material on the Library's websites alone totals 5 petabytes.

Over the last year, approximately 2.2 million Preservation actions were performed on items in the Library's physical collections, with a further 3.4 million pages of materials prepared and shipped to vendors for preservation reformatting services. The Library responded to 730,562 reference requests from Congress, the public, and other federal agencies, including direct use of CRS reports. The Copyright Office issued over 403,771 copyright registrations and recorded 8,252 documents containing 961,291 titles. Library web sites recorded more than 178 million visits and nearly 618 million page views. We circulated more than 21.5 million copies of braille, audio and large print items to patrons, via the National Library Service for the Blind and Print Disabled and its network of state and local libraries. Moreover, even with pandemic restrictions, the Library welcomed nearly 30,000 in-person visitors.

The Library also continued direct services to the public with programs like the Veterans History Project which collects the stories of our nation's veterans and Teaching with Primary Sources, which allows teachers in local school districts to create curricula and develop apps using the Library's digitized primary sources.

I would like to express my sincere gratitude for the ongoing and remarkable support that this committee and all of Congress give to the Library. In particular, I appreciate the funding you have provided in fiscal 2022 to meet high-priority needs such as the new L-CAP -- Library Collections Access Platform -- that is the heart of Library operations; replacements for the Library's outmoded Integrated Electronic Security System and the 3G Cellular Distributed Antenna System; and installation of a cloud-based office productivity suite for all Library employees.

I come before you today to discuss the Library's fiscal 2023 appropriations request. This budget request reflects the resources needed for us to sustain the Library's mission of service to Congress, access to the creative record of the United States, and stewardship of the cultural heritage of the American people. The budget request is aligned with the goals and objectives of the Library's Strategic Plan: Expand access, enhance services, optimize resources, and measure impact. To advance these strategic goals, the budget requests additional resources for several new or expanded programs. All of the requests are in support of the Library's mission and vision that all Americans are connected to the Library of Congress and invest in a vibrant future for this institution.

The Library of Congress fiscal 2023 budget request is for $871.8 million, which represents a 3.9 percent increase over the Library's fiscal 2022 enacted appropriation. This request includes $30.8 million in mandatory pay and price level increases. The balance of the increase represents critical program investments necessary to fulfill the Library's role and to sustain continuous technology innovation and delivery; continue stabilization and optimization of the financial infrastructure; expand active engagement with visitors to the Library; and strengthen data analysis expertise in life cycle costing and cost estimating as well as data analysis for evaluating and setting Copyright fees.

The fiscal 2023 budget continues many of the strategic modernization and optimization efforts the Congress has supported in recent years for the Library. As I am sure other government agencies are experiencing, rapidly evolving technology and public expectations have required us to adjust, and in some cases expand, multiyear efforts that are underway to enhance the IT and operations of many of the Library's service units. The budget request also addresses staffing gaps that have arisen as a result of absorption of mandatory pay and price level increases. It builds staff capacity we must have to respond to technological advancement and addresses skills in areas such as data analysis and cost estimation that are required to meet the Library's fiduciary responsibilities.

Sustaining continuous technology innovation and delivery

As I have reported before, at the Library, we have fundamentally rebuilt our technology foundation. The large investment in Library IT over the last few years is already paying dividends. As the nation continued to respond to the COVID-19 pandemic, the Library's more robust IT infrastructure allowed us to sustain remote operations for the majority of the Library's workforce for the entire fiscal year. It also paves the way for ongoing efforts to expand and enhance the major IT systems that support the Library's business operations and its digital offerings to Congress and the public.

Most importantly, we are not merely updating existing applications and systems. We have completely re-envisioned how we manage and use technology at the Library. With new, modern IT infrastructure in place, we have stabilized our operations and we are moving to a model of carefully constructed continuous innovation and continuous delivery to ensure that we are constantly optimizing and modernizing the technology needed to meet the needs of Congress and the American people.

As in the private sector and other government agencies, the cloud has become an important part of our IT planning at the Library. Its ability to quickly scale services to meet changing needs and its capacity to support accessibility and collaborations across a wide range of users are powerful tools that are essential as we continue our digital transformation. As we mature our use of the cloud at the Library, we are following the federal 'Cloud Smart' strategy, which calls for cloud solutions to be integrated with our traditional IT infrastructure to seamlessly support our business needs.

Of course, greater use of the cloud comes with some challenges too. The Library requires specialized resources to properly implement and administer cloud services and ensure that we can make the most of our cloud operations. The Library's request for a dedicated Cloud Management Program will provide OCIO with the expertise necessary to ensure essential cloud management practices, monitor cloud-based applications for compliance and security, coordinate development of advanced IT solutions, and ensure maximum value from existing IT infrastructure.

The Library must also continue to mature its IT planning, project management, and governance to sustain the pace of digital transformation and the growing demand for new and enhanced technology to support services to Congress and the nation. Audit findings from the Government Accountability Office and the Office of the Inspector General have reinforced the need for the Library to mature its IT cost estimating, schedule management and quality review practices, and improve OCIO's ability to meet federal standards and industry best practices for IT project management. The Library's fiscal 2023 request includes in-house expertise and contract support to respond to the significant volume of pre-planning project-related activities, project challenges, and evolving audit recommendations.

The Congressional Research Service also seeks, in partnership with OCIO, to adapt and optimize its Integrated Research and Information System (IRIS) in a technology landscape that changed dramatically since its initial planning and procurement in 2018. This request is critical for the completion of the initial IRIS configuration using commercially available cloud-based tools to meet specific CRS requirements for authoring and publishing, content management, and congressional relations management, while insuring integration with CRS legacy IT systems and research tools. It will also establish and staff a sustainment and development program, using the

continuous innovation and continuous delivery (CI/CD) model employed for major Library IT systems, including Congress.gov. IRIS will significantly improve the manner in which CRS analytical staff author and publish reports and memoranda, manage data and tacit knowledge, and maintain timely and functional analytics on products and services. CRS IT systems must be up-to-date to meet congressional needs.

Continuing stabilization and optimization of financial infrastructure

A stable and optimized financial infrastructure is essential to everything the Library does. A necessary shift to the cloud for the Legislative Branch Financial Management System (LBFMS) added workload in financial reporting, and an unintegrated personnel and payroll system also need prompt attention.

The Library's Financial Systems continues to manage hosting of the LBFMS as a shared service for the legislative branch. The LBFMS funding model, and support provided by the Congress, are essential to the success of the initiative. Sharing a financial system and consolidating some financial management tasks save the Legislative Branch more than $3.3 million annually, across the eight participating agencies.

However, with the migration of the LBFMS to the cloud, funding challenges exist because system hosting and application management costs exceed the $1.06 million annually received from the Congress. The increased cost has been pro-rated among LBFMS agencies and covered by the Library's funds. At the request of the LBFMS Steering Committee, comprised of representatives of the partner agencies, the Library requests funding to cover the $700,000 increase in the cost of hosting and operating the system in the cloud. The Library's intention is to maintain consistent year-to-year funding requirements for both the Library and our partner LBFMS agencies cost share, so that all can better plan for LBFMS costs for future years. The eight Legislative Branch agencies cross-serviced through the LBFMS believe the most efficient method to address the additional costs is for Congress to provide the funding directly to the Library for LBFMS operations, rather than increase each agency's budget by a prorated amount and then have the Library charge each agency separately. The Library cannot unilaterally cover the increased costs from its budget.

Stabilization and optimization efforts continue to meet challenges in financial reporting. Important improvements have been made, including hiring the Library's first comptroller. The Library also recently received its 25th consecutive unmodified audit opinion. However, Financial Reports (FR) now has an increased workload to support the Library's cross-servicing partners and to meet expanded Department of the Treasury reporting requirements. Continued stabilization and optimization of the financial reporting functions are important not only to fulfill the Library's external reporting requirements, but also to meet FR's responsibility for setting

accounting standards and preparing Library of Congress regulations and process directives, which ensure that the Library has good internal controls that are tested and validated throughout the year. The request includes FTE to address additional accounting workload and reporting responsibilities, as well as contractor services to update and create essential financial reporting and financial system documentation, procedure guides, and training materials.

The Library also requests funding to implement an integrated and optimized personnel and payroll processing system. Currently, staff must enter data in different legacy systems, causing leave balance discrepancies and issues resulting from manual payroll and personnel action request reconciliation, and the use of manual forms causes errors. It also presents challenges with retirement package tracking, making it difficult for retirees to get the information they need. This request would shift the Library's personnel and payroll processing service provider from the National Finance Center system to the Department of the Interior's Integrated Business Center (IBC). A full-scale migration to the IBC personnel and payroll system will result in significant cost avoidance and mitigate the lost time currently devoted to correcting problems in a non-integrated and non-automated system.

Expanding active engagement with visitors to the Library

The Library is reimagining the visitor engagement model to meet the changing needs of audiences in a post-pandemic world. Visitor operations will increase dramatically with the opening of the Treasures Gallery, the first phase of the Visitor Experience, when it opens in fall 2023. The Library expects to welcome more than 2 million visitors annually in the next 3 to 5 years, compared to 1.6 million in 2019. The Visitor Experience will add 12,000 square feet of public space to the Library. Funding is requested to add staffing for the Library's Visitor Engagement Program, which will support the expanded public space and will enhance the active engagement and safety of visitors, including your constituents, and the use of the Jefferson Building and the collections.

Strengthening data analysis expertise in life cycle costing and cost estimating as well as in evaluating and setting Copyright fees

In concert with efforts to stabilize and optimize its financial infrastructure, the Library requests funding for the second phase of the Enterprise Planning & Management (EPM) initiative, which will enable the strategic use of the Library's planning and operational data as a catalyst to drive more effective decision making and improved performance of Library projects, programs, and investments. Phase two is the next step in implementing an integrated planning process and maturing a Cost Management Center of Excellence, which will pilot new cost estimating and data analytics capabilities by establishing the staff expertise and processes necessary to optimize

cost management. Subsequent requests will include a new technology platform to replace legacy systems nearing the end of their useful lives.

Finally, the Copyright Office seeks to expand its capabilities in economic research, fee and cost analysis, and statistics funded fully with Copyright Office offsetting collections. There is a mission-critical need to establish expertise in economic research and analysis specific to issues of copyright and the impact of fee changes on participation in the copyright system. The Office must also improve its capacity to perform cost and fee analysis and to manage, validate, and report on the statistics and metrics that affect its costs, revenue, and fee analysis. These capabilities are crucial for the Office to manage its operations effectively and to better demonstrate to the Congress, its users, and other stakeholders that it is using an evidence-based process for evaluating and setting fees, which currently make up approximately 50 percent of the Office's annual budget.

In closing, the Library's 2023 Congressional Budget Justification continues a sequence of strategically planned modernization efforts across the enterprise. With the strong support of Congress, the Library continues to optimize and modernize operations and technology to strengthen institutional capacity to carry out the mission undeterred by changing realities. Chairman Reed, Ranking Member Braun, and Members of the Subcommittee, thank you again for supporting the Library of Congress and for your consideration of our fiscal 2023 request.