



CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

May 25, 2018

H.R. 5305 **FDLP Modernization Act of 2018**

As ordered reported by the Committee on House Administration on April 12, 2018

SUMMARY

H.R. 5305 would amend the Federal Depository Library Program (FDLP), the part of the U.S. Government Publishing Office (GPO) that provides government publications to the public at no cost. Specifically, H.R. 5305 would ensure the continued availability of no-cost public access to government information in various formats, reform and modernize the FDLP, and authorize the activities of the Superintendent of Documents.

CBO estimates that implementing H.R. 5305 would cost \$13 million over the 2019-2023 period, assuming appropriation of the necessary funds.

Enacting H.R. 5305 could affect direct spending by agencies that use fees, receipts from the sale of goods, and other collections to cover operating costs. The bill also could affect direct spending by allowing GPO to accept and retain gifts. Therefore, pay-as-you-go procedures apply. Because most of the affected agencies can adjust the amounts collected as their operating costs change, CBO estimates that any net changes in direct spending by agencies would be insignificant. CBO expects that gifts to GPO would be nonmonetary and thus have no effect on the budget. Enacting the bill would not affect revenues.

CBO estimates that enacting H.R. 5305 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

H.R. 5305 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA).

ESTIMATED COST TO THE FEDERAL GOVERNMENT

The estimated budgetary effect of H.R. 5305 is shown in the following table. The costs of the legislation fall within budget function 800 (general government).

	By Fiscal Year, in Millions of Dollars						2019- 2023
	2018	2019	2020	2021	2022	2023	
INCREASES IN SPENDING SUBJECT TO APPROPRIATION							
Estimated Authorization Level	0	3	3	3	2	2	13
Estimated Outlays	0	2	3	3	3	2	13

BASIS OF ESTIMATE

For this estimate, CBO assumes that H.R. 5305 will be enacted near the end of 2018, that the necessary amounts will be appropriated each year, and that the spending will follow historical patterns for similar activities.

The federal government is the largest publisher in the world, and it distributes materials in a variety of formats. Through the FDLP, GPO distributes certain documents free of charge to about 1,250 designated libraries throughout the United States and its territories. Those libraries in turn must offer free public access to their federal collections, even if they are a part of a private academic institution. The bill would authorize GPO to conduct new oversight activities and to provide preservation services.

Using information from the agency, CBO estimates that GPO would need to hire about 15 full-time employees at an average annual cost of about \$100,000 each to implement the bill. The GPO would need about 10 employees to work on preservation services and another two employees to write and implement new regulations. For the first few years GPO also would need three new administrative support personnel and about \$1 million in consulting services. In total, CBO estimates, implementing H.R. 5305 would cost \$2 million to \$3 million annually.

PAY-AS-YOU-GO CONSIDERATIONS

The Statutory Pay-As-You-Go Act of 2010 establishes budget-reporting and enforcement procedures for legislation affecting direct spending or revenues. H.R. 5305 could affect direct spending by agencies not funded through annual appropriations and by authorizing GPO to accept and retain gifts; therefore, pay-as-you-go procedures apply. CBO estimates, however, that any net changes in direct spending would be negligible. Enacting the bill would not affect revenues.

INCREASE IN LONG-TERM DIRECT SPENDING AND DEFICITS

CBO estimates that enacting H.R. 5305 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

MANDATES

H.R. 5305 contains no intergovernmental or private-sector mandates as defined in UMRA.

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