

KEVIN F. McCUMBER
CLERK

H-154 THE CAPITOL

MICHELLE H. REINSHUTTLE
DEPUTY CLERK

Office of the Clerk
U.S. House of Representatives
Washington, DC 20515-6601

July 17, 2026

The Honorable Bryan Steil
Chairman
Committee on House Administration
1309 Longworth House Office Building
Washington, DC 20515

The Honorable Joe Morelle
Ranking Member
Committee on House Administration
1216 Longworth House Office Building
Washington, DC 20515

Dear Chairman Steil and Ranking Member Morelle,

Pursuant to Section 501 of House Resolution 756 from the 116th Congress, I am submitting the attached report on adopting standardized formats for legislative documents.

Unless otherwise directed, we will submit our next report about this work on or before December 18, 2026. If you or others on the Committee have questions about the contents of this report, please do not hesitate to contact me.

Sincerely,



Kevin F. McCumber
Clerk of the House

Enclosure: Adopting Standardized Formats for Legislative Documents

cc: The Honorable David Valadao, Chairman, Legislative Branch Appropriations
Subcommittee
The Honorable Adriano Espaillat, Ranking Member, Legislative Branch
Appropriations Subcommittee

Adopting Standardized Formats for Legislative Documents

As required by Section 501 of House Resolution 756, agreed to by the House on March 10, 2020, the Clerk of the House submits this report about adopting standardized formats for legislative documents.

Status of the United States Legislative Markup Schema

As the Committee knows, legislative branch staff meet regularly to create United States Legislative Markup (USLM) data standards for legislative documents, following a longstanding roadmap (included below). The Government Publishing Office (GPO) leads this effort with representatives from the Office of the Clerk, the Secretary of the Senate, and the Library of Congress, along with the contractor who performs the modeling activities.

During the first half of 2026, the cross-organizational project team continued refining the modeling of House and Senate Committee legislative reports and conference reports. The scope of the work expanded to include the Congressional Budget Office (CBO) cost estimates contained in Committee reports as well as standalone cost estimates. CBO staff joined the project team to provide subject matter expertise and assist with the modeling effort.

Following publication of the draft USLM version 2.1.1 schema in September 2025, GPO staff reviewed stakeholder feedback, refined semantic modeling, expanded sample files, and continued preparing the schema for future implementation. Progress was shared at the public Congressional Data Task Force (CDTF) meetings.

The current approved version of the USLM schema is 2.1.0. As work on each phase of the roadmap is completed,

- The project team makes sets of USLM samples available to the public on GPO's USLM GitHub repository.¹
- Transformations are put into production when ready, and USLM files are created and made available on GPO's GovInfo. USLM XML files created as a result of transformations from legacy file formats carry the Beta label.
- The Legislative Branch XML Working Group manages the schema under the guidelines outlined on the USLM GitHub page, and status updates are shared at each public CDTF meeting.

One of the central goals of the roadmap is to ensure that the modeled USLM XML supports interoperability across the legislative ecosystem while meeting the editing and publishing needs of legislative organizations. Achieving this goal requires coordination among legislative branch staff, consistent with 2 U.S.C. 181, which provides a framework for developing data exchange standards. Continued adoption of USLM demonstrates the value of this coordinated approach by improving consistency, supporting interoperability, and expanding opportunities for reuse of structured legislative information. Current applications include publication of the United States Code by the Office of the Law Revision Counsel (OLRC) and publication of enrolled bills,

¹ <https://github.com/usgpo/uslm/tree/proposed>.

public and private laws, the United States Statutes at Large, and statute compilations through GovInfo. During the second quarter of 2026, Congress.gov began displaying enrolled bill text in USLM by default when available, further extending the use of structured legislative text for public access. This improvement provides users with a more consistent presentation of the bill text.

Roadmap for Publishing Legislative Documents in USLM XML Format²

Completed	U.S. Code
Completed	Enrolled bills, public laws, and the Statutes at Large
Completed	HOLC/SOLC statute compilations
Completed	Remaining bill/resolution versions (Introduced, reported, engrossed, all amendments, et. al.)
Initial Deliverables Completed Additional Work in Progress	Committee Reports (legislative and conference)
D	House portions of the <i>Congressional Record</i> , including the <i>Daily Digest</i>
E	Hearing Records
F	House Calendar
G	<i>Precedents of the U.S. House of Representatives</i>
H	<i>House Journal</i>

Current Projects Involving USLM and Other XML Schemas

As mentioned in previous reports, there is a cross-organizational set of systems that utilizes the USLM schema as well as generation-one Bill DTD schemas. Each project builds upon successes of previous work. The Legislative Branch XML Working Group, in consultation with the CDTF, continues to analyze and recommend next steps that build on the work that has already been accomplished. Below are status updates on some of this work.

GPO's XPub Program: As reported in the past, GPO's XPub Program is replacing its aging and proprietary MicroComp composition system and associated applications—a major initiative in furthering GPO's transformation to an all-digital, all-XML workflow.

² For more information about this roadmap, please see page four of the initial report at <https://usgpo.github.io/innovation/resources/reports/Clerk-Initial-Standardized-Formats.pdf>.

Key to this work is ensuring that XPub is fully and seamlessly integrated with the XML editors the House and Senate use to draft legislation, commonly called XMetaL and LEXA, respectively. The Legislative Computer Systems (LCS) division of the Office of the Clerk maintains the House implementation and supports Committee staff, the House Office of Legislative Counsel (HOLC), and Enrolling Clerks as they draft, edit, engross, and enroll legislation using standardized XML.

Since the last report, GPO delivered an updated production release candidate, and House and Senate users completed the first phase of user acceptance testing. The second phase is currently underway and will open testing to a much wider set of users, including House and Senate Legislative Counsels and House and Senate Enrolling Clerks.

Office of the Law Revision Counsel's Modernization Projects: OLRC continues modernization efforts to improve the Hammurabi system for bill drafting and the ClassAct system for new law classification while advancing deployment of the Coda system for editing the United States Code. With development activities substantially complete, current efforts are focused on deployment to OLRC's internal systems, user testing, and preparation for production use. Additional details about these projects are available in Law Revision Counsel Brian Lindsey's fiscal year 2027 testimony before the House Appropriations Subcommittee on the Legislative Branch.³

The Legislative Branch XML Working Group continues to collaborate with OLRC as it advances implementation of the United States Code in USLM 2.0.12. The Clerk's Office, HOLC, and OLRC have also completed updates to the legacy translation program that converts United States Code XML into Compilations XML for use in preparing Ramseyer documents when proposed legislation affects positive law titles.

OLRC also continues work to modernize its website (uscode.house.gov) to improve usability, accessibility, security, and public access to the United States Code while continuing to support legislative drafting and codification processes.

Statute Compilations: GPO and HOLC completed a project to enhance access to the Statute Compilations that are available to the public on GovInfo.⁴ GPO added a custom search box for short and official titles in the GovInfo collection metadata as well as pagination and sorting in the browse nodes within the collection. In addition, the entire Social Security Act and the entire Public Health Service Act compilations, including the individual titles within each act, are now available on GovInfo in USLM XML and PDF formats.

Statutes at Large: As part of a separate initiative, GPO completed a project to make volumes 1 (1789) through 116 (2002) of the digitized Statutes at Large available in USLM XML format on GovInfo. The USLM XML files for the digitized historical volumes join the currently available volumes back to 117 (2003) for a complete set of Statutes at Large volumes available in USLM XML format on GovInfo.

³ <https://docs.house.gov/Committee/Calendar/ByEvent.aspx?EventID=119054>.

⁴ <https://www.govinfo.gov/app/collection/comps>.

Editing in XML/Legislative Drafting Study: The Office of the Clerk and HOLC submitted to this Committee on March 6, 2026, a report synthesizing a study about legislative drafting in the House. The study synthesized findings, identified key themes, and outlined opportunities for modernization, including improvements to drafting tools, request workflows, and document management. Recommendations include establishing a centralized portal for managing drafts and monitoring requests; normalizing HOLC version control; improving email practices; piloting a browser-based drafting environment; expanding support for USLM; and enhancing the current XMetaL environment.

Following submission of the study's findings, LCS and HOLC provided briefings to staff of the this Committee and the Committee on Appropriations. This activity was reported in the fiscal year 2027 Legislative Branch Report:

Collaborative Legislative Drafting Study.—The Committee acknowledges receipt of the Collaborative Legislative Drafting Study, submitted by the offices of the Clerk and the House Office of Legislative Counsel (HOLC), and expresses strong support for the study's principal recommendations. Key recommendations include the creation of a centralized portal, allowing each office streamlined access to their legislative drafts and visibility into the status of their drafting requests. Additionally, the recommendations propose the adoption of a lightweight, browser-based editor to improve the collaboration experience for Members, Committees, and HOLC. The Committee continues to support House-wide initiatives that focus on Members' experiences, ensuring they have the necessary tools to carry out their constitutional duties, and commends the ongoing efforts between the office of the Clerk and HOLC.⁵

Since the submission of the study, LCS has started work on the initial phases, to include discovery, for the centralized portal and continued to meet with HOLC to discuss the study's findings. In addition, the study team continued to work on a supplement report.

⁵ <https://docs.house.gov/meetings/AP/AP00/20260520/119319/HMKP-119-AP00-20260520-SD003.pdf>.