KEVIN F. MCCUMBER
CLERK

MICHELLE H. REINSHUTTLE
DEPUTY CLERK

H–154 THE CAPITOL

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

October 30, 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, and with the concurrence of the Committee on House Administration, 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 July 15, 2027. 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

Pursuant to Section 501 of House Resolution 756 from the 116th Congress, and with the concurrence of the Committee on House Administration, the Clerk of the House submits this report on the continued adoption of standardized formats for legislative documents.

Introduction

The development and adoption of standardized, machine-readable formats are essential to the effective creation, management, exchange, publication, and preservation of legislative information.

The Clerk of the House and Secretary of the Senate have longstanding institutional responsibilities for maintaining, transmitting, and receiving core legislative records and documentation for their respective chambers. These responsibilities place the two offices at the center of the legislative information lifecycle and underscore the importance of their continued leadership in developing standards, facilitating data exchanges, and guiding modernization efforts affecting those records.

The adoption of standardized formats and exchange methods is supported by collaboration across the legislative branch. Such collaboration enables the development of interoperable standards that meet the drafting, editing, publishing, and archival needs of Congress, consistent with the data exchange framework established by 2 U.S.C. 181 and related directives from both chambers.

This report provides an update on the development and implementation of the United States Legislative Markup (USLM) schema, its adoption for the publication of legislative documents, and ongoing modernization initiatives that support the creation, management, exchange, and publication of legislative information.

Schema Development and Coordination

Development of the next USLM schema release continued during 2026, focusing on House and Senate Committee reports, conference reports, and Congressional Budget Office (CBO) cost estimates. The modeling effort addresses both standalone cost estimates and those incorporated into Committee reports. CBO staff joined the project team to contribute subject matter expertise.

The Government Publishing Office (GPO) leads schema modeling activities through the Legislative Branch XML Working Group, working in coordination with the Clerk of the House, Secretary of the Senate, Library of Congress, and other legislative branch partners. Following publication of the draft USLM 2.1.1 schema in September 2025, GPO continued reviewing stakeholder feedback, refining semantic models, and expanding sample files. The current approved version of the schema is USLM 2.1.0. Proposed schema versions 2.1.1 and 2.1.2, schema review guides, and sample files for legislative reports, conference reports, and CBO cost estimates are available for public review through GPO's USLM GitHub repository.[1]

[1] https://github.com/usgpo/uslm/tree/proposed.

Schema development and operational implementation proceed incrementally. Completion of a document modeling task does not necessarily mean that participating organizations immediately produce that document type in USLM. Implementation depends on the readiness of their systems and workflows, and existing document formats may continue to be transformed into USLM for publication through GovInfo. This phased approach allows the standard to evolve while accommodating the operational requirements and technical readiness of participating organizations.

Roadmap for Publishing Legislative Documents in USLM XML Format[2]

Completed	U.S. Code
Completed	Enrolled bills, public laws, and the Statutes at Large
Completed	HOLC/SOLC statute compilations
Completed Samples Publicly Available	Remaining bill/resolution versions (Introduced, reported, engrossed, all amendments, et. al.)
Completed Samples Publicly Available	Committee Reports (legislative and conference), including CBO cost estimates
D	House portions of the *Congressional Record*, including the *Daily Digest*
E	Hearing Records
F	House Calendar
G	*Precedents of the U.S. House of Representatives*
H	*House Journal*

USLM Adoption and Public Availability

USLM supports publication of the United States Code by the Office of the Law Revision Counsel (OLRC) and the publication of enrolled bills, public and private laws, the Statutes at Large, and statute compilations through GovInfo. It also supports applications and services that rely on structured legislative information, including tools used for legislative analysis and comparison (the Comparative Print Suite and the Text Analysis Program).

[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.

During the second quarter of 2026, Congress.gov began displaying enrolled bill text in USLM by default when available. This milestone demonstrates how standardized legislative information can be reused across systems and delivered through established legislative branch data exchanges.

Supporting Emerging Technologies

As advanced search, document analysis, and artificial intelligence become more widely used, the availability of authoritative, machine-readable legislative information becomes increasingly important. Consistent document structures, reliable identifiers, and clear provenance help these technologies accurately identify, interpret, and reuse congressional information.

USLM provides a foundation for these capabilities while maintaining a critical distinction between authoritative legislative documents and information generated, summarized, or interpreted by downstream applications.

Current Projects Involving USLM and Other XML Schemas

Legislative branch organizations continue to modernize the systems and workflows used to create, manage, and publish legislative documents. These efforts involve both USLM and legacy XML schemas, including the first-generation Bill DTD, and reflect the distinct operational requirements of participating organizations.

The Legislative Branch XML Working Group, in consultation with the Congressional Data Task Force, continues to coordinate implementation activities and recommend future priorities.

GPO's XPub Program: 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.

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.

During this reporting period, GPO delivered XPub software to the House and Senate for user acceptance testing and security reviews. House and Senate users completed the first and second phases of user acceptance testing, which included initial testing by the House and Senate Enrolling Clerks, House and Senate Offices of the Legislative Counsel, the House Clerk's LCS division, and the Senate Secretary's Legislative Technology and Standards division. The third phase is underway.

Office of the Law Revision Counsel's Modernization Projects: Throughout the 119th Congress, OLRC continued 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]

Throughout the 119th Congress, the Legislative Branch XML Working Group collaborated with OLRC as it advances implementation of the United States Code in USLM 2.0.12. The Clerk's Office, HOLC, and OLRC completed updates to the legacy translation program that converts United States Code XML into Compilations XML for use in preparing Ramseyer documents, required by House Rules when proposed legislation affects positive law titles.

In 2026, OLRC continued work to modernize its website at 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. Current activities include user discovery and current-state architecture documentation conducted in partnership with the Chief Administrative Officer's House Digital Services, with the goal of developing a statement of work and requirements for the modernization efforts. In addition, OLRC initiated coordination with GPO to begin making point releases of the United States Code available through GovInfo and its API.

Statute Compilations: During the 119th Congress, GPO and HOLC completed enhancements to improve public access to statute compilations through 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 through GovInfo in USLM XML and PDF formats.

Statutes at Large: During the 119th Congress, GPO completed publication of digitized Statutes at Large volumes 1 through 116 (1789–2002) in USLM XML format. These historical volumes join the already available modern volumes, resulting in a complete set of Statutes at Large volumes available in USLM XML through GovInfo.

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 collaborative legislative drafting in the House. The study identified opportunities to modernize drafting tools, request workflows, and document management practices. 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.

The study also recognized that each party in the legislative branch ecosystem has distinct responsibilities, business processes, and operational requirements. Modernization should therefore focus on improving interoperability and the adoption of contemporary technologies among systems rather than requiring offices to adopt a common drafting application. Shared standards, interfaces, and workflows can facilitate the exchange of authoritative legislative information while preserving

[3] https://docs.house.gov/Committee/Calendar/ByEvent.aspx?EventID=119054.
[4] https://www.govinfo.gov/app/collection/comps.

the specialized capabilities required by individual offices and reducing unnecessary technical isolation among the systems.

Following submission of the study's findings, LCS and HOLC provided briefings to staff of 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 report's submission, LCS has begun initial discovery and planning activities related to the proposed centralized portal and has continued to meet with HOLC to discuss the study's findings, evaluate implementation priorities, and develop a proof-of-experience initiative for the portal. In addition, the study team completed a supplemental report, which is expected to be submitted on October 30, 2026.

Conclusion

Since the initial report in 2020 (and the initial work that was started in the late 1990s), the legislative branch has made significant progress in developing and adopting standardized formats for legislative documents. Continued progress will depend on expanding USLM to additional document types while modernizing the systems and workflows through which legislative information is created, managed, exchanged, and published.

These efforts will continue to require sustained coordination among legislative branch organizations, with continued emphasis on preserving authoritative legislative records, supporting the distinct responsibilities of participating offices, and improving access to reliable, interoperable legislative information for Congress and the public.

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