# Department of the Treasury Bureau of Engraving and Printing

Congressional Budget
Justification and Annual
Performance Plan and Report

FY 2022

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#### <u>Section I – Budget Request</u>

#### A – Mission Statement

To develop and produce United States currency notes trusted worldwide.

#### **B** – Summary of the Request

The Bureau of Engraving and Printing (BEP) produces and delivers U.S. currency notes for the Federal Reserve System ordered by the Board of Governors of the Federal Reserve (FRB) and other security products for the Federal Government. BEP began printing currency in 1862 and operates on the basis of authority conferred upon the Secretary of the Treasury by 31 U.S.C. 321(a) (4) to engrave and print currency and other security documents. Operations are financed through a revolving fund established in 1950 in accordance with Public Law 81-656. The fund is reimbursed for direct and indirect costs of operations, including administrative expenses, through product sales. In 1977, Public Law 95-81 authorized BEP to include an amount sufficient to fund capital investment and to meet working capital requirements in the prices charged for products, eliminating the need for annual discretionary appropriations.

BEP provides technical assistance, advice, and some production services to other federal agencies in the development of security documents that require counterfeit deterrent features due to their innate value or other characteristics. Other activities at BEP include engraving plates and dyes; manufacturing inks used to print security products; purchasing materials, supplies and equipment; and storing and delivering products in accordance with customer requirements. BEP supports

#### BEP's FY 2022 request funds the following projects:

1. Replacement Production Facility: In FY 2019, BEP received legislative authority to acquire land and fund construction of a more efficient production facility to replace BEP's current aging Washington, D.C. facility. Additionally, a provision of the 2018 Farm Bill authorizes the transfer of a U.S. Department of Agriculture (USDA) land parcel in Beltsville, Maryland to the Department of the Treasury to be the site for BEP's replacement production facility. BEP is conducting a suitability assessment of the site with support from the U.S. Army Corps of Engineers. The property transfer Memorandum of Agreement (MOA) between USDA and Treasury was finalized in early 2020. The formal transfer of administrative control from USDA to Treasury is anticipated in late 2021. A replacement facility will save an estimated \$579 million over 10 years, as compared to the cost of the renovation of the existing facility. In addition, BEP will reduce its annual operating costs by at least \$38 million through production, material handling, and other operational/support efficiencies.

In 2021, BEP plans to begin early site development construction activities estimated at \$30 million to include the removal of hazardous building materials, demolition of twenty-two former agriculture research buildings and minor utility system relocations to support the BEP development. Contracts for this work will be awarded in late summer 2021. FY 2022 funding in the amount of \$897 million will include the award of the construction contract for the replacement facility. Specifically, it will fund the structure of the building. The contract will cover the construction of a smaller, more efficient facility to support current and future manufacturing processes.

2. **Western Currency Facility Expansion:** BEP began expanding the Western Currency Facility (WCF) in FY 2018 to house and support the new equipment required for the next generation of

currency design. Producing the next family of updated notes requires that BEP purchase and install new production equipment to support the new designs. The expansion will provide the space and infrastructure necessary to successfully meet the production requirements of the next family of U.S. currency banknotes that focus on the integration of strong, new security features.

The expansion work is expected to be completed in FY 2022. The FY 2022 projected cost for the WCF is \$1 million for construction close-out activities.

- 3. **Banknote Design and Development:** In FY 2022, BEP will continue to work on this multi-year project with the Federal Government's Advanced Counterfeit Deterrent (ACD) Steering Committee to research and develop improved security features for the next family of updated notes. The ACD Committee is an inter-agency group established to monitor and explore existing and emerging technologies to deter the counterfeiting of U.S. currency. It includes representatives from BEP, the Department of the Treasury, the U.S. Secret Service, and the Federal Reserve Board (FRB). The updated notes will focus on innovative banknote security and anti-counterfeit technology that will enhance and ensure the security and integrity of U.S. currency. While many factors are taken into consideration when updating currency, the primary purpose for updating notes is to improve the security of U.S. banknotes and ensure they maintain their position as being trusted worldwide.
- 4. **Retooling:** BEP is conducting a multi-year effort to retool its manufacturing processes with state-of-the-art intaglio printing presses, electronic inspection systems, and finishing equipment. To ensure that BEP will meet the annual currency order, the FRB and BEP developed short, medium, and long-term strategic equipment replacement plans for the U.S. Currency Program. Successful implementation of advanced technology improves productivity, reduces environmental impact, and enhances counterfeit deterrence of U.S. currency notes. In FY 2021/2022, the major retooling initiatives include:
  - Upgrade and completely automate the \$100 finishing line to integrate Single Note Inspection technology. The capability to inspect single notes provides a significant improvement over BEP's traditional sheet inspection process. Spoilage will be reduced significantly, and processing efficiency will increase resulting in cost savings.
  - Replace obsolete electrical and mechanical parts on existing presses and upgrade the inspection system to meet present and future currency printing requirements, as well as to extend the life of electrical and mechanical systems in the existing machinery.
  - Replace aging COPE—PAK equipment with the next generation of processing technology including the Large Examining and Printing Equipment (ns-LEPE). This project will replace the existing aging equipment and will expand BEP capabilities to manufacture 50 notes per sheet across all production lines. This will improve productivity for the remaining currency denominations that continue to be produced at 32 notes per sheet.
  - Replace existing electrolytic chrome line with a PVD (Physical Vapor Deposition) Chrome system. PVD has known environmental plate life improvement benefits. This project will eliminate the BEP's need to use hexavalent chromium to coat printing plates. PVD coatings could also improve plate life.
  - The LEPE Inspection and Electrical Upgrades project is to make improvements to the existing system in operation to bring them up to the new capabilities that are included on the next generation LEPE system mentioned above.

5. **Human Capital/Talent Management:** The BEP will continue its designated talent management initiatives, while filling personnel gaps in needed STEM and cybersecurity skill sets. The BEP has proactively continued to fill the gaps in STEM and cybersecurity positions in FY 2021 by utilizing a variety of hiring authorities and participating in a virtual fair in November 2020, which specifically targeted STEM positions in the federal government. Additionally, the BEP attended six recruitment events in the D.C. and Dallas/Ft. Worth locations to attract potential candidates in targeted demographic areas. STEM positions will continue to be highlighted by the BEP during our participation in four upcoming Recruit Military career fairs targeting potential veteran applicants. To date we have on boarded 13 new hires in the STEM field.

In terms of Employee Engagement, BEP continued making deliberate efforts to assess and track all engagement related activities and metrics including: implementation of a "Core Values" program; development and implementation of a Collaborative Communication Network; development of an Employee Appreciation program; and the establishment of a BEP Community Spirit program that took place during FY 2020. Throughout FY 2021, BEP will rebrand employee engagement by educating the workforce on important engagement topics, reevaluating the current Engagement Strategy, recruiting new volunteers to implement the engagement initiatives, and promoting direct communications with BEP executive leadership to reinforce that their voices are heard. BEP will also continue to develop, execute, and communicate the results of Employee Engagement Plans and the annual Federal Employee Viewpoint Survey (FEVS) results.

#### 1.1 – Resources Detail Table

	FY 2020 FY 2021		FY 2022		FY 2021 to FY 2022			
Budgetary Resources	ources Actual		Revised Estimate		Estimate		% Change	
Revenue/Offsetting Collections	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Currency Program	1,737	\$863,552	1,860	\$1,029,054	1,860	\$1,037,205	0.00%	0.79%
Other Programs	0	10,009	0	10,000	0	10,000	0.00%	0.00%
DC Replacement Facility	3	5,050	3	29,940	3	897,048	0.00%	2896.15%
Total Revenue/Offsetting Collections	1,740	\$878,611	1,863	\$1,068,994	1,863	\$1,944,253	0.00%	81.88%
Expenses/Obligations								
Direct Manufacturing	823	415,585	876	429,104	876	429,961	0.00%	0.20%
Indirect Manufacturing Support	914	457,976	984	609,950	984	617,244	0.00%	1.20%
DC Replacement Facility	3	5,050	3	29,940	3	897,048	0.00%	2896.15%
Total Expenses/Obligations	1,740	878,611	1,863	1,068,994	1,863	1,944,253	0.00%	81.88%
Net Results	0	\$0	0	\$0	0	\$0	NA	NA

#### 1.2 – Budget Adjustments Table

Dollars in Thousands

	FTE	Materials	Operating & Capital	Total
FY 2021 Original Estimate	1,863	\$248,921	\$638,479	\$887,400
Program Changes				
Program Increases	0	140,079	41,515	181,594
Currency Program (6.8B to 7.6B)	0	120,079	41,515	161,594
Currency Paper Production COOP	0	20,000	0	20,000
Subtotal Program Changes	0	140,079	41,515	181,594
FY 2021 Revised Estimate	1,863	\$389,000	\$679,994	\$1,068,994
Changes to Base				
Maintaining Current Levels (MCLs)	0	5,278	11,145	16,423
Pay Annualization (1.0% average pay raise)	0	0	726	726
Pay Raise (2.7% average pay raise)	0	0	5,894	5,894
FERS Contribution Increase	0	0	2,010	2,010
Non-Pay	0	5,278	2,515	7,793
Subtotal Changes to Base	0	5,278	11,145	16,423
FY 2022 Current Services	1,863	\$394,278	\$691,139	\$1,085,417
Program Changes				
Program Decreases	0	(20,000)	(25,247)	(45,247)
Currency Paper Production COOP	0	(20,000)	0	(20,000)
Facilities Support	0	0	(4,890)	(4,890)
Manufacturing Support	0	0	(10,512)	(10,512)
WCF Building Expansion	0	0	(3,770)	(3,770)
Security and Accountability	0	0	(6,075)	(6,075)
Program Increases	0	0	904,083	904,083
Washington D.C. Replacement Facility	0	0	867,108	867,108
Retooling	0	0	36,975	36,975
Subtotal Program Changes	0	(20,000)	878,836	858,836
Total FY 2022 Estimate	1,863	\$374,278	\$1,569,975	\$1,944,253

# C – Budget Increases and Decreases Description

#### **FY 2021 Adjustments**

Program Increases.....+\$181,594,000 / +0 FTE

#### Currency Program +161,594,000 / +0 FTE

This increase is to reflect the currency order commitment increase from 6.8B to 7.6B notes.

### Currency Paper Production COOP +\$20,000,000 / +0 FTE

This increase is for the one-time COOP improvement to the currency paper production.

# Maintaining Current Levels (MCLs) ......+\$16,423,000 / +0 FTE

Pay Annualization (1.0%) +\$726,000 / +0 FTE

Funds are required for annualization of the January 2021 1.0% average pay raise.

#### Pay Raise (2.7% in 2022) +\$5,894,000 / +0 FTE

Funds are required for a 2.7% average pay raise in January 2022.

#### FERS Contribution Increase +\$2,010,000 / +0 FTE

Funds are required for the Federal Employee Retirement System (FERS) contribution rates effective FY 2022.

#### Non-Pay +\$7,793,000 / +0 FTE

Funds are required for non-labor expenses such as travel, contracts, rent, supplies, and equipment.

# FY 2022 Program Decreases.....-\$45,247,000 / -0 FTE

Currency Paper Production COOP -\$20,000,000 / -0 FTE

This is a reduction for the FY21 COOP improvement to the currency paper production.

#### Facilities Support -\$4,890, 000 / -0 FTE

WCF vault automated racking system and shipping roof replacement.

#### Manufacturing Support -\$10,512,000 / -0 FTE

Barcoding and RFID implementation and inspection equipment.

#### WCF Building Expansion -\$3,770,000 / -0 FTE

Construction will be completed in FY 2022.

#### Security and Accountability -\$6,075,000 / -0 FTE

Radio system upgrade for both facilities.

# **FY 2022 Program Increases.....**+\$904,083,000 / +0 FTE Washington DC Replacement Facility +867,108,000 / +0 FTE

This amount reflects the increase of planned obligation for the new DC facility for FY 2022.

#### Retooling +\$36,975,000 / +0 FTE

This increase reflects the planned capital spending for PVD (Physical Vapor Deposition) chrome system, offset press replacement and acquisition of additional LEPEs (Large Examining and Printing Equipment) and upgrade of existing LEPEs now in production. (LEPEs combine three previously separate processes of inspection, printing serial numbers and seals and final packaging).

# 1.3 – Object Classification (Schedule O) Obligations Dollars in Thousands

Dollars in Thousands			
Object Classification	FY 2020 Actual Obligations	FY 2021 Estimated Obligations	FY 2022 Estimated Obligations
11.1 - Full-time permanent	173,869	176,850	189,926
11.3 - Other than full-time permanent	250	200	200
11.5 - Other personnel compensation	20,618	8,012	7,500
11.6 - Overtime	20,653	32,000	25,300
11.9 - Personnel Compensation (Total)	215,390	217,062	222,926
12.0 - Personnel benefits	73,509	73,274	73,730
13.0 - Benefits for former personnel	1	3	3
<b>Total Personnel and Compensation Benefits</b>	\$288,900	\$290,340	\$296,659
21.0 - Travel and transportation of persons	786	1,927	1,965
22.0 - Transportation of things	442	128	130
23.1 - Rental payments to GSA	3,231	4,204	3,641
23.2 - Rental payments to others	630	768	783
23.3 - Communication, utilities, and misc. charges	20,113	23,133	24,150
24.0 - Printing and reproduction	12	13	250
25.1 - Advisory and assistance services	4,187	81,932	9,007
25.2 - Other services	141,517	98,292	177,020
25.3 - Other purchases of goods and services from Government Accounts	35,277	40,917	908,019
25.4 - Operation and maintenance of facilities	39,528	6,126	6,159
25.5 - Research and development contracts	7,127	4,397	4,083
26.0 - Supplies and materials	236,419	389,069	376,129
31.0 - Equipment	100,048	127,187	136,103
42.0 - Insurance claims and indemnities	395	561	155
Total Non-Personnel	\$589,711	\$778,654	\$1,647,594
Total Obligations	\$878,611	\$1,068,994	\$1,944,253
FTE	1,740	1,863	1,863

# **D** – Appropriations Language and Explanation of Changes

The BEP does not require annual appropriations language.

## **E** – Legislative Proposals

BEP has no legislative proposals.

#### Section II – Annual Performance Plan and Report

#### A – Strategic Alignment

BEP's vision is to be the world's standard securities printer providing its customers and the public with superior products through excellence in manufacturing and innovation.

U.S. currency is used globally and as its manufacturer, BEP needs to achieve and maintain best-in-class practices for U.S. currency to be accepted worldwide. Working closely with its partners in the U.S. Currency Program, BEP looks forward to updating the next series of secure notes. BEP continues to make every effort to meet its mission to manufacture sophisticated and technologically advanced notes that are dependable in commerce. This achievement requires the focus and determination of the entire agency, since BEP faces challenges and is committed to stay ahead of increasingly sophisticated counterfeiters.

In accordance with the Government Performance and Results Act Modernization Act (GPRAMA) of 2010, the Department of the Treasury is currently developing the FY 2022 – 2026 Departmental Strategic Plan for publication in 2022. The Annual Performance Plan will be updated in the FY 2023 President's Budget to reflect new departmental strategic goals and objectives. The Bureau of Engraving and Printing will also publish a component plan in FY 2022 that aligns bureau activities and priorities to the Department's Strategic Plan by the 3<sup>rd</sup> quarter of FY 2022.

#### B - Budget and Performance by Budget Activity

#### 2.1 – Manufacturing Resources and Measures

Dollars in Thousands

	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022
Resource Level	Actual	Actual	Actual	Actual	Actual	Estimate	Estimate
Expenses/Obligations	\$648,365	\$712,920	\$914,134	\$955,212	\$878,611	\$1,068,994	\$1,944,253
Budget Activity Total	\$648,365	\$712,920	\$914,134	\$955,212	\$878,611	\$1,068,994	\$1,944,253
Full-time Equivalents (FTE)	1,790	1,818	1,748	1,727	1,740	1,863	1,863

Performance Measure	FY 2016 Actual	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2020 Target	FY 2021 Target	FY 2022 Target
Currency Notes Delivered Returned Due to Defects (Parts per Million)	N/A	В	.0031ppm	.09ppm	.02ppm	<1ppm	<1ppm	<1ppm
FEVS Satisfaction Index	N/A	73	74	74	74	>65%	>65%	>65%
Lost Time Accident Rate per 100 Employees <sup>2</sup>	1.77	1.36	0.78	1.48	1.01	<1.8	<1.8	<1.8
Manufacturing Costs For Currency (Dollar Costs Per Thousand Notes Produced)	\$44.25	\$43.58	\$47.41	\$50.33	\$56.19	\$59.65 <sup>1</sup>	\$64.33	\$65.00
Yearly Currency Order (percent of order completed versus planned)	N/A	N/A	N/A	100%	100%	100%	100%	100%

Key: B - Baseline

#### **Manufacturing Budget and Performance**

(\$1,944,253,000 from reimbursable sources)

The BEP has one budget activity: Manufacturing. This budget activity supports all of BEP's strategic goals.

#### Description of Performance:

Currency Notes Returned Due to Defects (in parts per million or ppm) is an indicator of BEP's ability to provide a quality product. The target for this performance metric is <1 ppm. BEP was able to exceed the established target in FY 2020 due to improved quality assurance processes with an actual result of 0.02 ppm notes returned due to a defect. BEP's target for this performance metric will be held constant at <1 ppm for FY 2021 and FY 2022.

The Federal Employees Viewpoint Survey (FEVS) allows employees to share their opinion on what matters most to them. Based on the results of the survey, BEP can target areas for improvement or

<sup>&</sup>lt;sup>1</sup> Target Manufacturing Cost in FY 2020 was increased from \$55.73 to \$59.65 in Jun 2020 in response to an increase in FY 2020 order due to pandemic demand.

<sup>&</sup>lt;sup>2</sup> Lost Time Accident Rates are adjusted following adjudication of accident reports received during each fiscal year.

The FY 2016, 2017 and 2018 numbers shown reflect these adjustments.

additional employee engagement. The measure uses the Department's standard FEVS Satisfaction Index with a target of 65 percent. In FY 2021 and 2022, BEP will continue to strive for improvements in overall employee satisfaction.

The Lost Time Accident Rate per 100 employees measures the BEP's ability to reduce injuries and illnesses in the workplace. BEP's FY 2020 Lost Time Accident rate was at 1.01 cases per 100 employees, lower than the target of 1.80 cases per 100 employees. This performance resulted from increased focus on following safe work practices, avoiding hazards, and being a Director's priority. For FY 2022, BEP remains committed to maintaining and improving the safety of its employees. BEP will continue to perform analysis to determine the root causes of any injury and to identify best practices in safety. A 1.8 case rate represents approximately one injury per facility per month, which is quite low. Therefore, BEP's target will be held at 1.80 cases per 100 employees for FY 2021 and FY 2022.

Manufacturing Cost for Currency (dollar cost per 1,000 notes produced) is an indicator of manufacturing efficiency and effectiveness of program management. The measure is based on contracted price factors, productivity improvements, and the mix and timing of denominations ordered. Actual performance against standard costs depends on BEP's ability to meet spoilage, efficiency, and capacity utilization goals. The final FY 2020 cost was \$56.19 per 1,000 notes produced. BEP's target for this performance metric is \$59.65 in FY 2020 and \$64.33 in FY 2021. The target for FY 2022 is set at \$65.00 per 1,000 notes produced and will be refined once the currency order is received.

The Yearly Currency Order measures BEP's success in delivering the total number of currency notes ordered by the Federal Reserve Board annually. In FY 2020, BEP met its target of delivering 100 percent of the currency notes ordered, including a 20 percent increase mid-year due to increased demand during the COVID-19 pandemic. In FY 2021, BEP has committed to deliver 7.6B notes. Additionally, the FRB will accept any additional production up to a total of 9.6B notes. Should production exceed the commitment of 7.6B notes, the Yearly Currency Order figure reported will be greater than 100percent (applicable to FY 2021 only).

#### **C – Changes in Performance Measures**

BEP has no changes in performance measures.

#### **D** – Evidence-Building Activity

The table below describes the BEP's major evidence-building activities and corresponding resources. Additionally, refer to the Executive Summary for a discussion of Treasury-wide evidence-building functions.

Type of Evidence Building Activity	Major Activities and Planned Projects	Resource Types	Use
Evaluation Collection and analysis of data to assess effectiveness and efficiency of programs, policies, or procedures	<ul><li>Major activities:</li><li>Data collection and analysis is a key feature of production</li></ul>	Data collection performed by personnel in numerous job series, in addition to automated data collection systems.	<ul><li>☑ For internal policy decision-making</li><li>☑ During internal strategic</li></ul>

Type of Evidence	Major Activities and	Resource Types	Use
Estimated share of all Evidence-Building Activities:  40 %	Planned Projects  processes organization- wide.  FY21 and FY22 projects: • CQA	Data Evaluation is performed at several levels, including on-press, in summary reports by management and senior leadership.	management processes  By external partners (government)  By external partners (non- government)  By unaffiliated external researchers  Other (describe)
Research Modeling or other systematic use of data to explore emerging issues or potential scenarios to generate new knowledge  Estimated share of all Evidence-Building Activities:  20 %	Major activities:  • Currency security and other feature research and development  • Correction and Preventive Actions  FY21 and FY22  projects:  • None	<ul> <li>Security and other feature research and development consists of both basic and applied/practical research efforts. Personnel involved: doctorally-educated research scientists (13xx) of various series.</li> <li>Corrective and preventive actions (CAPA) result from process and or quality concerns, and involves practical research in both how our outcomes are produced, and how outcomes can be improved. Personnel involved: personnel in quality assurance (19xx) and production roles throughout the bureau.</li> </ul>	<ul> <li>☑ For internal policy decision-making</li> <li>☐ During internal strategic management processes</li> <li>☐ By external partners (government)</li> <li>☐ By external partners (non-government)</li> <li>☐ By unaffiliated external researchers</li> <li>☐ Other (describe)</li> </ul>
Analysis Routine and frequent use of data that produces insights for decision making and program management	<ul> <li>Major activities:</li> <li>Performance     Measurement activities</li> <li>Currency Quality     Assurance (CQA)</li> </ul>	As a normal part of its business, BEP manages using a number of metrics (both strategic and tactical), and takes action when parameters exceed established norms, or when	<ul> <li>☒ For internal policy decision-making</li> <li>☒ During internal strategic management processes</li> </ul>

Type of Evidence	Major Activities and	Resource Types	Use
Building Activity	Planned Projects	V 1	
Estimated share of all Evidence-Building Activities:  25 %	FY21 and FY22 projects:  • None	product quality concerns are noted.  The quarterly Quality Management Review involves analysis of key metric data and performance, and allows continuing review of suitability, adequacy, and effectiveness of its Quality Management System (QMS) and its alignment with the strategic direction of the Bureau. This meeting involves leaders from throughout the bureau in various job series.  These activities involve personnel in numerous job series.	□ By external partners (government) □ By external partners (non-government) □ By unaffiliated external researchers □ Other (describe)
Statistics Collection, compilation, and processing of data for describing or estimating characteristics or insights concerning groups Estimated share of all Evidence-Building Activities:  15%	<ul> <li>Major activities:         <ul> <li>Characterization of product parameters using statistical process and quality control.</li> </ul> </li> <li>FY21 and FY22 projects:         <ul> <li>None</li> </ul> </li> </ul>	• We use statistics to analyze results, product characteristics and performance to requirements. Examples of this include durability testing, in-line and offline currency inspection systems, and single note inspection (SNI). Job series involved in these activities include wage grade employees and management on press, engineers (08xx), scientists (13xx) and quality assurance specialists (19xx) offline.	<ul> <li>☑ For internal policy decision-making</li> <li>☐ During internal strategic management processes</li> <li>☐ By external partners (government)</li> <li>☐ By external partners (non-government)</li> <li>☐ By unaffiliated external researchers</li> <li>☐ Other (describe)</li> </ul>

# **Section III – Additional Information**

## **A – Summary of Capital Investments**

A summary of capital investment resources, including major information technology and non-technology investments can be found at:

https://www.treasury.gov/about/budget-performance/Pages/summary-of-capital-investments.aspx.