

The logo for the U.S. Government Publishing Office (GPO), consisting of the letters "GPO" in white on a dark blue rectangular background.

U.S. GOVERNMENT PUBLISHING OFFICE

*America Informed*

160

*Years*

1861 – 2021

ANNUAL REPORT | 2021

**HUGH NATHANIAL HALPERN**  
Director



June 2, 2022

The Honorable Kamala D. Harris  
President of the United States Senate

The Honorable Nancy Pelosi  
Speaker of the U.S. House of Representatives

Dear Madam President & Madam Speaker:

I have the honor to transmit herewith the Annual Report of the U.S. Government Publishing Office (GPO) for the fiscal year ending September 30, 2021. The report contains the results of an audit of GPO's financial statements conducted by an independent accounting firm.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read "Hugh N. Halpern", written in a cursive style.

HUGH NATHANIAL HALPERN  
Director

## A Message from the Director

I am pleased to present the Annual Report of the Government Publishing Office (GPO) for fiscal year 2021. That year was a year of renewal and recovery for GPO as we emerged from the depths of the pandemic and looked to establish our new baseline for future growth.

2021 started with some of the same uncertainty brought on in 2020: vaccines were not widely available, FY 2020 ended with a \$14.3 million financial loss, GPO's first loss in more than a decade, and continuing supply issues and difficulties attracting skilled labor. Those problems manifested themselves in very real ways — in May of 2021, GPO had an unprecedented backlog of introduced legislation waiting to be processed, as one example.

But 2021 also showed what can happen when talented professionals and craftspeople work together to recover. That backlog went from 1,799 measures in May to just 26 pieces of legislation four months later. Similarly, the year that began with a deficit ended with a surplus that made up for all of the pandemic-related losses and a healthy year on top of that. I cannot be prouder of the hard work and dedication of my teammates at GPO that made all of that possible.

Inherent in that recovery were policies that leveraged our lessons from the pandemic and set a path for a new, better way to work at GPO. We focused early on getting our teammates vaccinated, creating incentives and requirements that led to our 96 percent vaccination rate. We also adopted policies to lock in the productivity increases we saw with our transition to telework for many of the Agency's knowledge workers.

Telework and remote work were critical to our recovery. While two-thirds of our teammates work in our facilities every day, those teammates whose roles allow them to work remotely demonstrated the benefits of telework. Our regional offices were able to continue their work servicing our Federal agency customers' needs without missing a beat, leading to our ongoing study of whether physical regional offices are still necessary. One of our teams who works to recover funds owed to the Agency saw an increase in funds recovered in excess of 10 percent, all while working at home.

Those kinds of real-world examples, coupled with the ability to hire the best teammates from across the Nation, led to the permanent adoption of one of the Federal Government's most flexible telework and



remote work policies. This policy no doubt contributed to Forbes' designation of GPO as one of "America's Best Midsize Employers" in February 2022.

While the pandemic and our response were a backdrop to everything we did in 2021, we still managed to achieve some significant gains:

- GovInfo, the world's only ISO-certified trusted digital repository more than doubled its monthly retrievals and added 320,000 new content packages to its collections;
- Our work to develop XPub, our next generation composition engine, continued and we were able to release a new responsive-HTML display for bill text for public testing and comment;
- We moved more work to our state-of-the-art digital inkjet presses, giving us greater flexibility and the ability to meet our customers' requests faster than ever;
- Our Customer Services team worked closely with our Federal agency customers to produce mailings and other printed materials critical to our pandemic recovery;
- Our Secure and Intelligent Documents group worked hard to meet the needs of the State Department for both the new Next Generation Passport (NGP) and the legacy E-Passport; and



- Our team produced the tickets and other printed materials for the 59th Inaugural Ceremonies supporting the inauguration of President Biden and Vice President Harris.

In FY 2021, GPO's executive team worked on the Agency's next five-year strategic plan. As part of that exercise, we updated the Agency's mission, vision, and values. While the Agency is currently evaluating public comments on the strategic plan as it won't be effective until FY 2023, the change in our mission, vision, and values were effective a few months ago and are reflected in this document.

All of these actions set the stage for GPO's continued success in the future. I look forward to joining each of you as we move forward.

HUGH NATHANIAL HALPERN  
Director





**GPO is the OFFICIAL, DIGITAL, SECURE resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the Federal Government.**

Under title 44 of the U.S. Code, GPO is responsible for the production and distribution of information products for all three branches of the Government, including the official publications of Congress and the White House, U.S. passports for the Department of State, and the official publications of other Federal agencies and the courts. Once primarily a printing operation, we are now an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. In 2014, Congress and the President recognized this change in P.L. 113-235, which contains a provision re-designating GPO's official name as the Government Publishing Office. As of September 30, 2021, GPO employed 1,568 staff.

Along with sales of publications in digital and tangible formats to the public, we support openness

and transparency in Government by providing permanent public access to Federal Government information at no charge through GovInfo ([www.govinfo.gov](http://www.govinfo.gov)). Today, GovInfo makes available millions of Federal documents produced by all three branches of government, averaging more than 70 million retrievals per month in FY 2021. GPO also provides public access to Government information through partnerships with 1,113 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program (FDLP).

On March 4, 2021, GPO celebrated its 160th Anniversary. To commemorate the historic occasion, the agency shared the stories of the people who helped GPO thrive for more than a century and a half, their memories of the agency, and historic GPO moments. GPO's press release template was updated to include 160th Anniversary branding, and GPO social media channels showcased a video and dozens of 160th Anniversary branded posts that highlighted important historic and current moments for the agency. A landing page on [gpo.gov](http://gpo.gov) featured a video message from Director Hugh Halpern as well as a letter from Senators Amy Klobuchar and Roy Blunt congratulating GPO on 160 years of service to the country.

**History.** Article I, section 5 of the Constitution requires that “each House shall keep a journal of its proceedings and from time to time publish the same,” providing the first commandment that Congress tell the public about its work. After years of struggling with various systems of contracting for printed documents that were often beset with scandal and corruption, in 1860 Congress created the Government Printing Office as its official printer. GPO first opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as our 16th President.

Since that time, GPO has produced and distributed the official version of an uncounted number of other Government publications, documents, and forms. These documents include the Emancipation Proclamation, the legislative publications and acts of Congress, Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, passports, and Presidential inaugural addresses. This work goes on today, in digital as well as print formats.

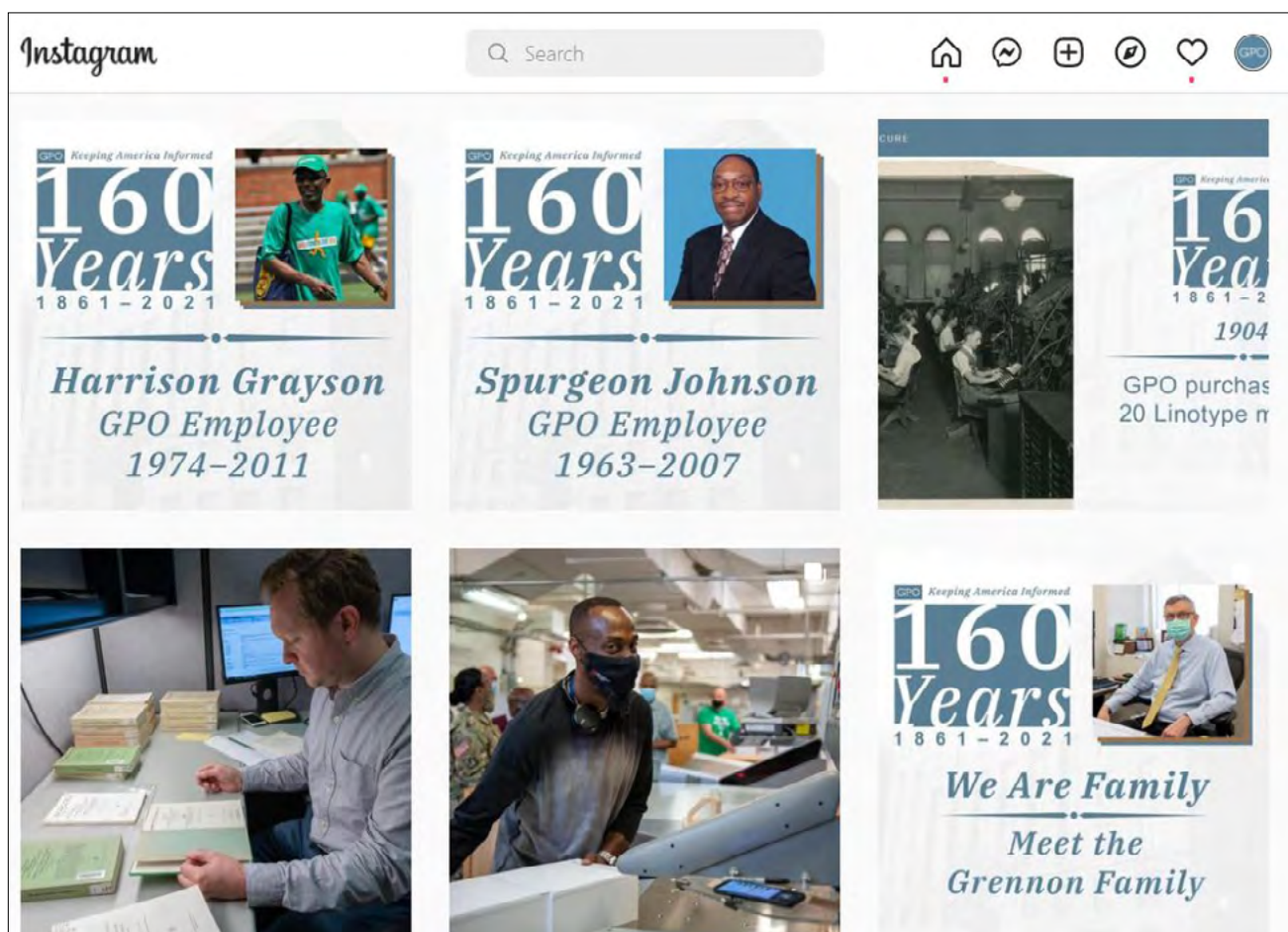
**Strategic Mission, Vision, and Values.** As part of its strategic planning process, GPO devoted a great deal of time in FY 2021 to the development of a new five-year strategic plan to cover fiscal years 2023 through 2027 and refined its mission and vision statements. Released in the spring of 2022, GPO’s revised vision statement is an *America Informed*, and our new mission statement is to “Publish trusted information for the Federal Government to the American people.” We also updated our Agency values to focus on those most critical for our success, which include:

**Honesty.** Communicate transparently with our colleagues and customers.

**Kindness.** Treat one another with respect.

**Effectiveness.** Innovate, collaborate, produce, and deliver.

**Inclusiveness.** Foster a diverse, supportive, and welcoming environment for our teammates and customers.



A series of social media posts celebrating GPO’s 160th birthday showcased employees, retirees, and historic GPO moments.

**Strategic Plan.** Throughout FY 2021, the COVID-19 pandemic, the stresses it placed on GPO operations and personnel, and the strategies and technologies we employed to recover from it, played an enormous role in guiding our work to update our agency five-year strategic plan. With the current strategic plan expiring at the end of fiscal year 2022, GPO is rightly proud of our progress in furthering the five goals of the FY 18-FY 22 Strategic Plan, which include exceeding our stakeholders' expectations; enhancing access to Federal Government information; strengthening our position as the government-wide authority on publishing; promoting collaboration and innovation within government; and engaging employees and enhancing internal operations. Without question, our faithfulness in pursuing those goals helped us weather the storm of the COVID-19 pandemic, but as we began planning for a post COVID-19 future, it became essential to acknowledge the changes it brought about to the nature of our workforce, demand for our information products, and the accelerated need for continued technological transformation.

As GPO leadership worked throughout FY 2021 to develop a new five-year strategic plan, COVID-19's hard lessons compelled us to focus on four key imperatives to:

- 1. Achieve Operational Excellence;**
- 2. Modernize and Innovate;**
- 3. Ensure Financial Stability; and**
- 4. Develop the Workforce.**

It forced us to ask hard questions as to whether we are nimble and flexible enough to adjust to rapidly changing circumstances; whether we can meet demand for innovative new products and services; whether we have the financial security needed to endure another revenue shock caused by forces beyond our control; and whether we can remain an employer of choice for newer generations.

After a great deal of work and extensive collaboration, our FY 2023-2027 Strategic Plan was released for public comment in March of 2022. It can be viewed at <https://www.gpo.gov/who-we-are/our-agency/mission-vision-and-values>. GPO is currently analyzing such comments to make necessary modifications to complete the work largely conducted in FY 2021 and lay a solid foundation for our future.



## GPO and Coronavirus

The COVID-19 pandemic has had profound impacts on the GPO community and GPO operations since its onset in March of 2020. One of its key impacts has been in the dramatic expansion of telework. Since the beginning of the pandemic, about one-third of the GPO workforce has been teleworking at 100 percent capacity.

With one-third of teammates teleworking and working remotely, GPO Director Hugh N. Halpern held the agency's first-ever virtual Town Hall on February 26, 2021. Director Halpern updated teammates on the agency's next steps in its *GPOSAFE* plan and discussed GPO's financial situation, which was only then starting to rebound from the impacts of the pandemic. Deputy Director Patty Collins discussed mental health and provided resources for teammates to work through the stresses of the ongoing pandemic.

Drawing from lessons learned during the first year of pandemic-related expanded telework, in July 2021 GPO formalized a new agency telework policy that offered a range of options to eligible GPO teammates including 100 percent telework and remote work options. Teammates considered eligible for expanded telework coordinated with their supervisors on choosing the best option that ensured continued productivity for GPO. With the new telework policy now in place, the agency has 266 routine teleworkers, 205 full-time teleworkers, 29 situational teleworkers, and 9 remote workers.

The ground-breaking policy positioned GPO as a leader among all Federal agencies. Roll Call, Federal News Network, Government Executive, and Government Matters positively covered GPO's new policy. Federal News Networks' Tom Temin wrote, "it was common sense that led Government Publishing Office Director Hugh Halpern to establish a post-pandemic telework policy while much of the government dithers and wrings its hands in worried policy anxiety." In his article about the future of remote work on Capitol Hill, Roll Call's Chris Cioffi wrote, "Of all the arms of the legislative branch, who would have thought the office best known for printing passports and ream after fusty ream of the Congressional Record would be the first to come out and say things can't go back to the way they were?"

Throughout FY 2021, GPO production teammates, whose responsibilities require them to work at agency facilities, continued to deliver for important agency customers by maintaining the highest standards



GPO hosted coronavirus (COVID-19) and flu vaccine clinics at its headquarters in Washington, DC.



Customer Account Analyst ReGina Mitchell works from home.



in producing products including the Congressional Record, Federal Register, the U.S. passport, and other information products for Congress, the White House, and Federal agencies. Despite the many challenges imposed on our teammates during the pandemic, GPO's production personnel delivered time and time again.

As the COVID-19 vaccine became more widely available in the spring of 2021, GPO sought to make it as easy as possible for GPO teammates to receive the vaccine. On April 13, 2021, Harding Hall was reopened to serve as a COVID-19 vaccine clinic. GPO conducted three full-course vaccine clinics (meaning both doses were offered) and one second dose clinic for those GPO teammates who had received their first dose on Capitol Hill. With the dedicated professionalism and commitment of GPO's medical team, GPO teammates have had safe, easy, and free access to critical vaccines since the spring of 2021.

After the CDC issued new masking guidance in May of 2021, GPO lifted its mask mandate on June 1, 2021 until the rapid spread of the Delta variant required the reinstatement of the mask mandate in early August. The emergence of the Delta variant also altered the planned transition to GPOSAFE Step 3 in September, resulting in a "soft launch" of GPOSAFE Step 3 in which teammates could only return to the buildings with supervisor approval.

Also in September 2021, GPO worked with its union partners to develop a plan for carrying out President Biden's COVID vaccination executive order requiring that Federal employees receive the vaccine. The agency developed a virtual portal where teammates could upload their proof of vaccination, and sent GPO teammates regular emails reminding them to submit proof of vaccination before the deadline of November 30, 2021. As of December 2, 2021, 96 percent of the GPO team had complied with the vaccine mandate policy. GPO offered counseling and education sessions for those who were not in compliance with the policy.

This widespread vaccination of GPO teammates would serve the agency extremely well during the subsequent Omicron wave, as cases of the highly contagious Omicron variant shot through GPO, but hospitalizations did not.

Despite the many challenges COVID-19 and its variants posed, GPO continued to provide a first-class customer service experience and was able to offer year-end performance awards for eligible teammates in 2021.



GPO production staff such as Bookbinder Timothy Hart have remained working 100 percent of the time at agency facilities through the pandemic.



Harding Hall served as a COVID-19 vaccine clinic for GPO teammates.

# GPOSAFE COVID-19 Vaccine Registration

All vaccinated GPO employees are required to submit their vaccination information to GPO Human Capital. Please enter your information below, then use the upload function to submit a copy of your vaccination card.

**Important Note:** This is a secure registration form. Please submit your vaccination information only. Do not submit vaccination information for anyone else.

Hi, Catherine. When you submit this form, the owner will see your name and email address.

\* Required

1. First Name \*

GPO created an online portal for teammates to submit a copy of their vaccination card.



Director Hugh N. Halpern talks to teammates at GPO's first-ever virtual Town Hall on February 26, 2021.

## GPO and Congress

For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, GPO publishes the documents and publications required by the legislative and oversight processes of Congress in digital and tangible formats. This includes the daily Congressional Record, bills, reports, legislative calendars, hearings, committee prints, and documents, as well as stationery, franked envelopes, memorial and condolence books, programs and invitations, phone books, and all the other products needed to conduct the business of Congress. We produce all the printing work required every four years by the Joint Congressional Committee on Inaugural Ceremonies. Tools developed by GPO support Congress' daily work, and we work hand-in-hand with Congress to jointly develop the next generation of those tools.

We also detail GPO team members to support the publishing requirements of House and Senate committees and congressional support offices such as the House and Senate Offices of Legislative Counsel. We work to ensure the provision of these services under any circumstances, including inclement weather and other emergency conditions.

Today, the activities associated with creating congressional information datasets comprise the majority of the work funded by GPO's annual Congressional Publishing Appropriation. Our digital authentication system, supported by public key infrastructure (PKI), is an essential component for assuring the authenticity and integrity of congressional publications in digital formats. The datasets we build enable access to congressional publications in digital formats as well as their production in tangible formats and form the building blocks of other information systems supporting Congress.

For example, our datasets are made available to the Library of Congress to support its Congress.gov system through the GovInfo application programming interface (API). GPO also works with the Library to make summaries and status information for House and Senate bills available as Extensible Markup Language (XML) bulk data on GovInfo. XML enables the encoding of documents in formats that are both human-readable and machine-readable.



A GPO teammate prepares the Congressional Record.



GPO Bookbinder Leon Thornton assists with producing the first Federal Register for the Biden Administration.

**GPO Cuts the Cost of Congressional Work.** GPO’s use of electronic information technologies has been the principal contributor to lowering the cost, in real economic terms, of congressional information products. In FY 1980, as GPO replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.6 million, the equivalent in today’s dollars of \$312.8 million.

Since 2010, we have achieved a 32% reduction in the constant-dollar value of the Congressional Publishing Appropriation. We have achieved this reduction through the continuing transformation of our technology profile, the implementation of rigorous cost controls, and collaboration with Congress in furthering initiatives designed to improve the efficiency of print distribution in meeting the information needs of the Senate and House of Representatives.

Annual appropriations for Congressional Publishing have been at or below \$79.7 million in each year, FY 2014–2021.



Annual appropriations for Congressional Publishing have not increased in the last eight years.

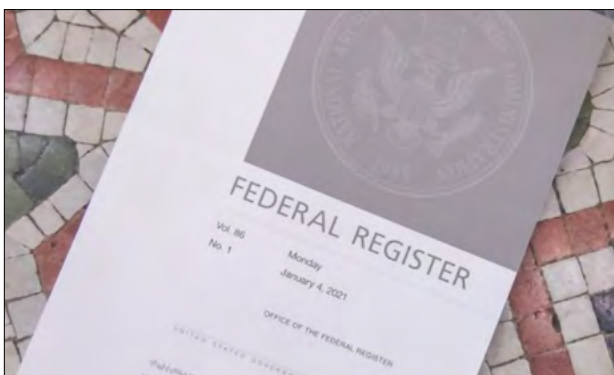
#### Congressional Publishing Appropriation FY 1980–2021

Fiscal Year	Appropriation	In Constant Dollars
1980	\$ 91.6 million	\$ 306.7 million
1985	94.0 million	232.1 million
1990	74.1 million	151.6 million
1995	84.7 million	146.8 million
2000	73.3 million	113.1 million
2005	88.1 million	120.3 million
2010	93.8 million	112.7 million
2015	79.7 million	88.9 million
2020	79.0 million	79.0 million
2021	78.0 million	80.8 million

Productivity increases resulting from investments in technology have enabled us to make substantial reductions in our staffing requirements while continuing to improve services for Congress. In 1980, total GPO employment was 6,450. At the end of FY 2021, we had just 1,568 employees on board, representing a reduction of 4,882, or more than 75%, since 1980. Our workforce levels over the past five years remain the smallest of any time in the past century.

#### GPO Employment FY 1980–FY 2021 (at September 30)

Fiscal Year	Headcount
1980	6,450
1985	5,383
1990	4,977
1995	3,956
2000	3,139
2005	2,344
2010	2,284
2016	1,726
2017	1,740
2018	1,737
2019	1,662
2020	1,625
2021	1,568



# GPO By the Numbers FY 2021

GPO staff	1,568
FY 2021 revenues	\$961,872,000
FY 2021 appropriations	\$117,000,000
Congressional Record pages produced	34,430,754
Federal Register pages produced	32,176,684
Revenues from procured printing	\$400,371,000
Jobs procured nationwide	64,840
Contractors on GPO's master contractor list	More than 10,000
Regional procurement offices nationwide	12
Passports produced	14,873,500
Secure credentials produced	3,553,101



Content packages submitted to GovInfo	320,000
Retrievals from <b>GovInfo</b>	837 million
Depository libraries nationwide	1,113
Searches of the digital Catalog of U.S. Government Publications (CGP)	25,625,617
New records added to the CGP	16,544
Links to full-text publications added to the CGP	12,299
Tangible titles distributed to depository libraries	2,708
Tangible copies distributed to depository libraries	474,139
Public inquires resolved through askGPO	7,918
Page views for Ben's Guide to the U.S. Government	803,719
URLs crawled in the FDLP Web Archive	341,000,000
Attendees hosted by GPO for free educational programs through the FDLP Academy	10,000
Publications sold	186,342
Subscriptions sold	94,020
Titles available	4,880
Titles in eBook format	642
Followers on Facebook	13,015
Followers on Twitter	11,674
Views of GPO videos on YouTube	387,147
Followers on Instagram	1,442
Followers on LinkedIn	4,289



**GPO Police Officers secured agency facilities in preparation for the Presidential Inauguration.**

**GPO Operations During Attack at the Capitol.** As the January 6, 2021 attack on the U.S. Capitol unfolded, GPO Director Hugh N. Halpern put the agency on emergency status and convened a meeting of the executive team to discuss GPO operations. The GPO police force secured our buildings to protect the team members needed to support the needs of Congress and the Federal Government. More than 20,000 members of the National Guard were deployed to the U.S. Capitol and its surrounding campus to ensure no further attacks would occur. They were stationed at various locations around GPO Headquarters on North Capitol and H Streets through January 20, the day Joseph R. Biden, Jr. was sworn-in as the 46th President. GPO police officers assisted in this massive security effort.

**Highlights of FY 2021 Congressional Work.** In addition to producing numerous congressional publications, GPO worked with Congress in FY 2021 to produce program materials for several important public events. Most notable, of course, was GPO's work with the Joint Committee on Inaugural Ceremonies, to produce tickets, secure credentials, programs, and commemorative materials associated with the 59th Inaugural Ceremonies at which President Joseph R. Biden, Jr. and Vice President Kamala D. Harris were sworn into office. Other congressional ceremonies which GPO was honored to support were the public tributes to officers William F. Evans and Brian D. Sicknick, two United States Capitol Police officers who each lost their lives as a result of their efforts to defend the U.S. Capitol in 2021, and President Biden's address to a Joint Session of Congress on April 28, 2021.

Additionally, after a year of being constrained to mostly virtual meetings, we were happy to resume our ability to meet in person with our oversight committees. On July 28, 2021, GPO Director Hugh N. Halpern welcomed Representative Rodney Davis, the Ranking Member of the Committee on House Administration, and his staff to GPO. Subsequently, on October 4, 2021, Director Halpern hosted U.S. Senator Roy Blunt of Missouri, the Ranking Member of the Senate Rules Committee, to GPO for a tour of agency operations.

In support of Congress' Legislative Branch Bulk Data Task Force, GPO continued to work throughout FY 2021 with the Clerk of the House and the Secretary of the Senate on initiatives to convert legacy file formats



**GPO Assistant Manager, Press Division Marsha Smith oversees the preparation of materials for President Biden's inauguration.**



GPO Bookbinder Danny Kinney cuts inaugural materials.



GPO produced programs honoring Capitol Police Officer Brian Sicknick.

Right: GPO Printing Plant Worker (PPW) Karla Pastor works on hand-tasseling the programs honoring Capitol Police Officer Brian Sicknick.

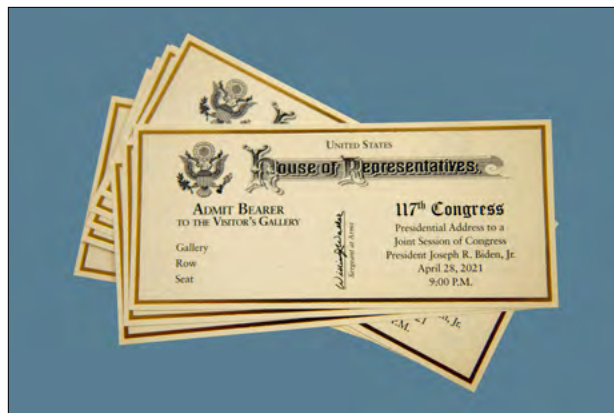


into United States Legislative Markup (USLM) XML. USLM offers a standard XML schema to promote interoperability among documents as they flow through the legislative and regulatory processes. It also promotes international interoperability with documents produced by governments world-wide.

In addition, in FY 2021, GPO completed planning and procurement activities related to the next USLM project to model the remaining bill and resolution versions in USLM. GPO is leading this effort with representatives from the Office of the Clerk of the House and the Office of the Secretary of the Senate. The goal of the project is to ensure that the modeled USLM XML is interoperable within the legislative ecosystem and that legislative editing and publishing needs have been addressed for stakeholder organizations. GPO plans to complete this project in FY 2023.

Throughout FY 2021, GPO continued to make significant progress in XPub development. As a lead-up to the upcoming production release of Congressional Bills, Public Laws, and Statutes at Large, GPO released for public comment a proposed new responsive HTML format for Congressional Bills and Public Laws. This format will replace the plain text file GPO currently provides, and it is optimized for any device, including mobile devices, tablets, and traditional desktops/laptops. The format uses modern, easy-to-read fonts that are optimized for screen usage and search engines, and it contains metadata for easy re-use by data providers.

GPO also continued to produce Annual Supplements of the United States Code via XPub, with Supplement II being completed late in FY 2021. The XPub team also continues to produce “one-off” publications for Congressional users as requested, including an internal staff report from the Committee on House Administration as well as the 2022 Edition of the Constitution Annotated (scheduled for release in late FY 2022).



In April, GPO was proud to produce tickets for the Presidential Address to a Joint Session of Congress.



Above: Director Hugh N. Halpern welcomes U.S. Senator Roy Blunt to GPO for a tour of the agency's new inkjet press area, where Congressional materials are produced daily.



GPO Director Hugh N. Halpern shows U.S. Representative Rodney Davis GPO's production of U.S. passports for the Department of State.



GPO continued to produce Annual Supplements of the United States Code via XPub, with Supplement II being completed late in FY 2021.

## GPO and The White House

During FY 2021, GPO had the honor of working directly with The White House to produce the official portraits of President Joseph R. Biden, Jr. and Vice President Kamala D. Harris. On May 13, 2021, White House staff from the Photography Office and the White House printing services staff visited GPO for a press and color inspection on photos. The photographs were hung in more than 1,600 Federal buildings managed by the General Services Administration (GSA). GPO ultimately distributed more than 55,000 photographs to various agencies and members of the public.

In addition, GPO craftspeople were proud to create ceremonial programs for important White House events including President Biden's signing of the

Infrastructure Investment and Jobs Act, a White House Naturalization Ceremony on July 2nd, and the Medal of Honor presentation to First Lieutenant Ralph Puckett, Jr., who was recognized for his extraordinary heroism during the Korean War Battle of Hill 205.

White House Calligrapher Debra S. Brown praised GPO for its work producing White House programs for the presentation of the Medal of Honor to First Lieutenant Ralph Puckett, Jr., saying, "We appreciate your perfection and timely turnaround! The Social Secretary and White House Military Office are thrilled!"

For the third year in a row, GPO produced the White House Holiday Greeting Card.



GPO Director Hugh N. Halpern and Assistant Manager, Press Division Marsha Smith work on the official portraits of President Biden and Vice President Harris.



Assistant Manager, Press Division Marsha Smith and Printer Head Quality Control Person Timothy Burke inspect the photos of the President and Vice President.



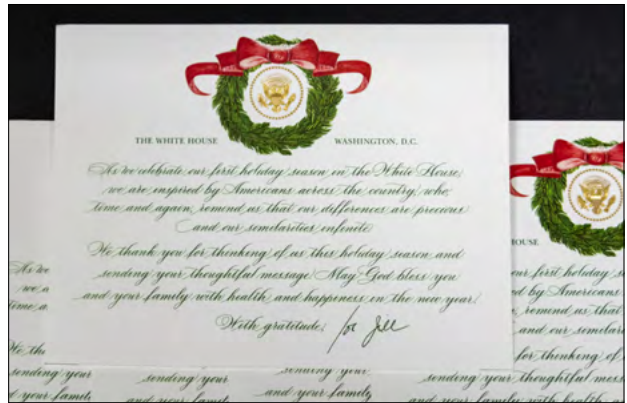
GPO PPW Rodney Lambert and Digital Prepress Journeywoman Stacia Barron check the files from the White House.



Officials from the White House Photography Office visit GPO to inspect the photographs.



GPO Four Color Pressperson Carl Lancaster prints the White House Holiday Greeting Card.



The official White House Greeting Card produced by GPO.



Members of the White House Graphics and Calligraphy Office visit GPO to see the progress on the official White House Greeting Cards. This was the third year in a row GPO produced the cards.

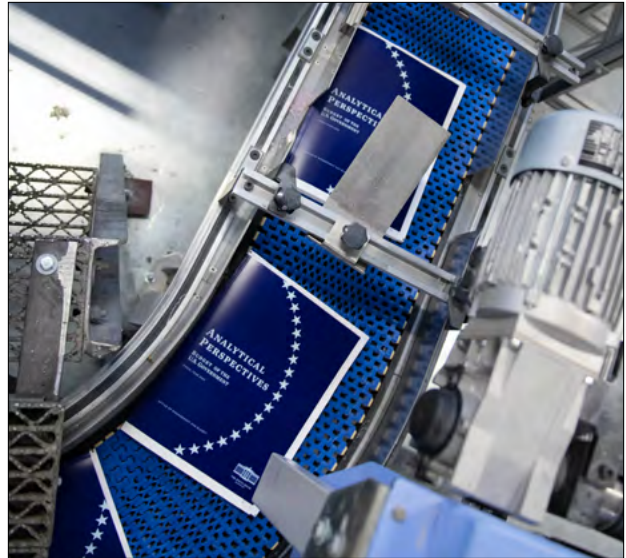
## GPO and Federal Agencies

Federal agencies are major generators of information in the United States, and GPO produces their information products for official use and public access. Federal agencies and the public also rely on a growing variety of secure credentials that we produce, including travelers holding U.S. passports, members of the public who cross our borders frequently, and other users. Our digital systems support key Federal agency publications, including the annual Budget of the U.S. Government and, most importantly, the Federal Register and associated products. As it does for congressional documents, our PKI-supported digital authentication system assures the digital security of agency documents.

One of GPO's major agency customers is the Office of the Federal Register (OFR), a unit of the National Archives and Records Administration (NARA), which produces the daily Federal Register. The Federal Register is the official daily publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other Presidential documents. It is updated daily by 6 a.m. and is published Monday through Friday, except Federal holidays. OFR is also responsible for related publications such as the Code of Federal Regulations, and the Public Papers of the Presidents, which GPO produces in both digital and print formats. Another OFR publication, the Daily Compilation of Presidential Documents, is produced by GPO in digital format only.



GPO Bookbinder Josh Crotty works on the casebound copies of the Fiscal Year 2022 Budget that will be delivered to the White House to be signed by the President of the United States.



GPO made the complete, authentic online version of the Budget available digitally on GovInfo.

**Highlights of FY 2021 Agency Operations.** Since 2012, GPO has made the annual Budget of the U.S. Government available as a mobile app, and with GPO's new GovInfo system the documents are now available across multiple platforms. The complete, authentic online version of the FY 2022 Budget was released on GovInfo and in print in May of 2021. The digital version provides users with access to the text and images of the Budget, including the Budget Message of the President, information on the President's priorities, and budget overviews organized by agency, as well as summary tables and additional books of the Budget, including the Analytical Perspectives, Appendix, and Historical Tables.

Additional highlights in FY 2021 include the continuation of GPO's collaboration with the U.S. Department of State to produce the 2021 Trafficking in Persons Report, the world's most comprehensive resource of governmental anti-trafficking activities, and the production of The Chairmanship of the Joint Chiefs of Staff: 1949-2019 for the Department of Defense.

With the inauguration of a new President, Fiscal Year 2021 also saw GPO produce "The Plum Book," or the United States Policy and Supporting Positions 2020. Published after each Presidential election, the Plum Book is used to identify Presidential appointed and other positions within the Federal Government, and lists more than 9,000 Federal civil service leadership and support positions in the executive and legislative branches that may be subject to

noncompetitive appointment. The Plum Book can be found in searchable format on GovInfo (<https://www.govinfo.gov/app/details/GPO-PLUMBOOK-2020/>).

In August of 2021, GPO fulfilled an urgent request from the State Department to produce informational posters to help Afghan refugees being evacuated to the United States. The posters, which were displayed at both Philadelphia and Dulles International Airports, featured instructions in both the Dari and Pashtu languages, and were produced the same day GPO received the request.

Fiscal year 2021 also marked a significant milestone in GPO's work with the National Archives and Records Administration (NARA) on the Center for Legislative Archives (CLA) project. With the CLA now fully operational in renovated space on the 3rd floor of GPO's Building A, in FY 2021 GPO and NARA reached agreement to renovate additional space on the 4th floor of Building A. When this space is fully built out, NARA's CLA will have an estimated total of 50 years of archival quality space to house the important records of Congress.

In the Spring of 2021, GPO produced the official portrait for Secretary of the Treasury Janet Yellen as well as the official portrait for the Secretary of Veterans Affairs Denis McDonough.



Members of the U.S. Department of State: Consular Affairs visit GPO for a press inspection of the Trafficking in Persons Report.



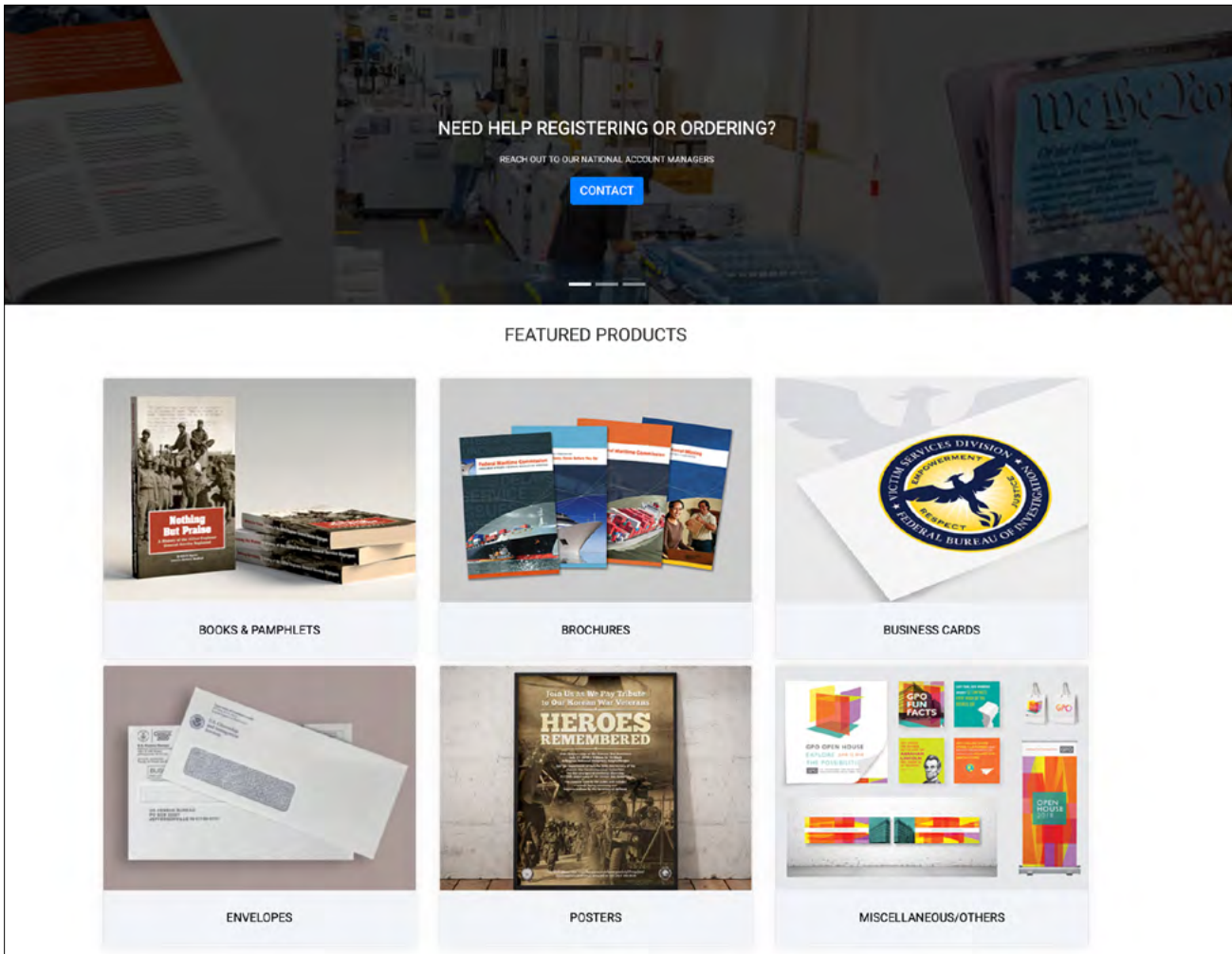
GPO Bookbinder Alauddin Ahmed uses the ancient art of marbling to hand-make copies of the 2021 Trafficking in Persons Report for the Department of State.



From left: GPO Assistant Production Manager Abe Sussan, GPO Assistant Manager, Press Division Marsha Smith, GPO Digital Pre-Press Supervisor Preston Carroll, and GPO Director Hugh Halpern pose with one of the posters for the refugees coming from Afghanistan.



GPO produces the official portrait for Secretary of Veterans Affairs Denis McDonough.



In FY 2021, GPO released its new online ordering portal, Publish.

**Partnership With Industry.** Beyond work for Congress, passports, and other inherently governmental work such as the Federal Register and the Budget, GPO produces virtually all other Federal agency information products via contracts with the private-sector printing and information-product industry. In FY 2021, this work was valued at approximately \$401.6 million, and represented 64,840 orders. More than 10,000 individual firms are registered to do business with GPO, the vast majority of which are small businesses with fewer than 20 employees per firm.

In May 2021, GPO’s Customer Services business unit launched the first release of its new online ordering portal called “Publish.” Customers may now submit and store publishing orders electronically through the GPO website. It contains prompts and helpful tips that will make the process more efficient and intuitive. As development continues, Publish will be an end-to-end system from order entry to

billing. Another technological achievement was the development of a secure GPO File sharing application to enable our Federal customers to upload large files instead of mailing packages.

As the world grappled with challenging economic conditions brought on by the COVID-19 pandemic, Customer Services coordinated with Federal agencies, including Treasury and the IRS, to have the commercial printing industry suppliers print economic stimulus checks and child care tax credit checks as well as to print and mail out over three-quarters of a billion notices providing taxpayers with needed information about these relief programs.

Another pandemic-inspired accomplishment for Customer Services was the development of a virtual monitoring process in lieu of an in-person press sheet inspection for a major commercial contract, an innovation that saved the Government a substantial amount of money.

**Security and Intelligent Documents.** For nearly a century GPO has been responsible for producing the U.S. passport for the U.S. Department of State. At one time no more than a conventionally printed document, the U.S. passport since 2005 has incorporated a digital chip and antenna array capable of carrying biometric identification data. With other security printing features, this document—which GPO produces in Washington, DC, as well as at a secure remote facility in Mississippi—is now the most secure identification credential obtainable.

In FY 2021, GPO continued production of the Next Generation Passport (NGP) and Legacy Passports. The NGP is equipped with an array of new security features which include a polycarbonate data page. In FY 2021 GPO produced 14.85 million passports for the State Department, and has produced a total of more than 205 million passports since 2005. In FY 2022, GPO will continue to make investments needed to support the State Department’s Passport Program.

In FY 2021, the GPO produced over 3.5 million secure-card credentials for our Federal agency customers. Since 2008, GPO has produced more than 32.5 million secure-credential cards across 11 different product lines. Among them are the Trusted Traveler Program’s (TTP) family of border crossing cards—NEXUS, SENTRI, FAST, and Global Entry—for

the Department of Homeland Security (DHS), which are used by frequent travelers across U.S. borders. Another card produced for DHS is the Transportation Worker Identity Card (TWIC). In addition, GPO produces a Border Crossing Card (BCC) that is issued by the State Department for authorized travel across the Mexican border, as well as secure law enforcement credentials for the U.S. Capitol Police that are used in Presidential inaugurations.



GPO PPW Patricia Powell stacks passports in preparation for mailing.



GPO Printing Officer John Putnam works on passport production at GPO’s secure passport facility in Stennis, Mississippi.



## GPO and Open, Transparent Government

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Producing and distributing the official publications and information products of the Government fulfills an informing role originally envisioned by the Founders, as James Madison once wrote:

“A popular Government without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy, or perhaps both. Knowledge will forever govern ignorance, and a people who mean to be their own Governors, must arm themselves with the power which knowledge gives.”

GPO operates a variety of programs that provide the public with “the means of acquiring” Government information that Madison spoke of. These programs include the Federal Depository Library Program (FDLP), GovInfo, Publications and Information Sales, and Agency Distribution Services.

**Federal Depository Library Program.** The FDLP has legislative antecedents that date to 1813 (3 Stat. 140), when Congress first authorized congressional documents to be deposited at the American Antiquarian Society in Worcester, MA, for the use of the public. Since then, Federal depository libraries have served as critical links between “We the People” and the information made available by the Federal Government.

Today, the FDLP serves millions of Americans through a network of more than 1,100 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district.

GPO administers the FDLP through its Library Services and Content Management (LSCM) business unit, and provides the libraries with information products in digital and tangible formats. Participating libraries, in turn, make those information products available to the public at no charge while providing additional assistance to depository library users.



GPO Chief of Federal Depository Support Services Katherine Pitcher manages a team of seven librarians at GPO.

A common theme among the Nation's Federal depository libraries is flexibility. The FDLP of today welcomes libraries to tailor their U.S. Government collections to the needs of their local communities, through access to large tangible collections, access to digital materials, or a combination of the two. The relationship between LSCM and its Federal depository library partners is one defined by close collaboration.

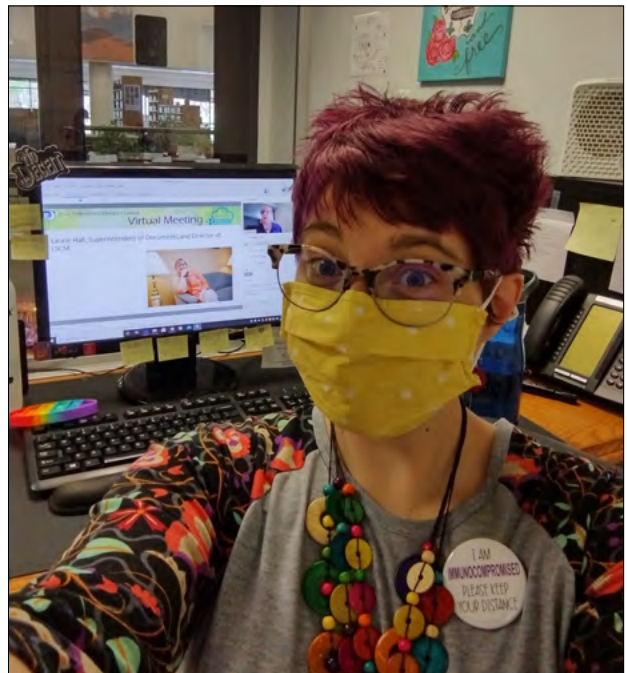
Throughout the COVID-19 pandemic, Federal depository libraries have adapted to public service via telework, closed and reopened libraries under difficult conditions, and developed new and creative ways of operating, while never losing sight of their mission to empower the public with the documents of our democracy.

Providing FDLP libraries with print and electronic Government information resources to share with their patrons is still at the core of what LSCM does. This includes providing educational and training opportunities via GPO's FDLP Academy. Since this program's inception in 2012, almost 600 webinars and over 140 recorded webcasts have been presented to the FDLP community related to U.S. Government information.

The LSCM business unit has been undertaking efforts to digitize and make available online historic print collections of Government information, as well as developing strategic efforts that partner with libraries and other organizations to permanently preserve historic resources.



GPO named the Government Publications Library at the University of Minnesota Twin Cities as the 2021 Federal Depository Library of the Year. The library was selected for striving to make Government information more discoverable and accessible.



More than 500 participants attended the Depository Library Council Spring 2021 meeting.

Through historic digitization efforts, GPO has enhanced the scope of collections available on GovInfo tremendously. Some notable examples of recent work include:

- Initial public release of the U.S. Congressional Serial Set collection, including select volumes from the 69th Congress, the 82nd Congress, and several 19th century Congresses
- Monthly Catalog of U.S. Government Publications and Government Document Indexes
- New publications from Digital Content Contributors:
  - University of Florida
  - Boise State University
- Release of 10 additional years of Bill Status XML Bulk Data, from 108th Congress to 112th Congress (2003–2012)
- Addition of linked HTML in the Congressional Record Index for 1983–2011
- Statute Compilations in USLM XML
- Completion of the Federal Register Index collection
- Final Report of the Committee on the Modernization of Congress
- Women in Congress, 1917-2020 eBook
- 2020 United States Policy and Supporting Positions, or the “Plum Book”
- Senate Manual for the 116th Congress
- Congressional Directory for the 116th Congress

- 2021 Economic Report of the President
- Constitution of the United States of America: Analysis and Interpretation (CONAN), 2020 Supplement
- Thirteen new courts opted into publishing to the U.S. Courts Opinions collection, bringing the total number of courts participating in the program to 148.

LSCM also has official partnership agreements in place with 71 organizations to advance free public access to U.S. Government information. These partnerships range from organizations that pledge to permanently preserve Government publications in their libraries, to organizations that make a commitment to retain and make publicly accessible at no-fee digital resources within scope of the FDLP, to organizations that provide digital content to GPO for ingest into GovInfo, and more.

Further, LSCM collaborates, through special projects and initiatives, with 40 other organizations to share knowledge, develop services, and further GPO’s mission. A notable example is GPO’s collaboration with the Law Library of Congress on the digitization of the U.S. Congressional Serial Set back to 1817. The Law Library of Congress is inventorying and digitizing the Serial Set, while GPO is focused on metadata, the continued development of the GovInfo collection, and seeking any replacement volumes needed by the Law Library.



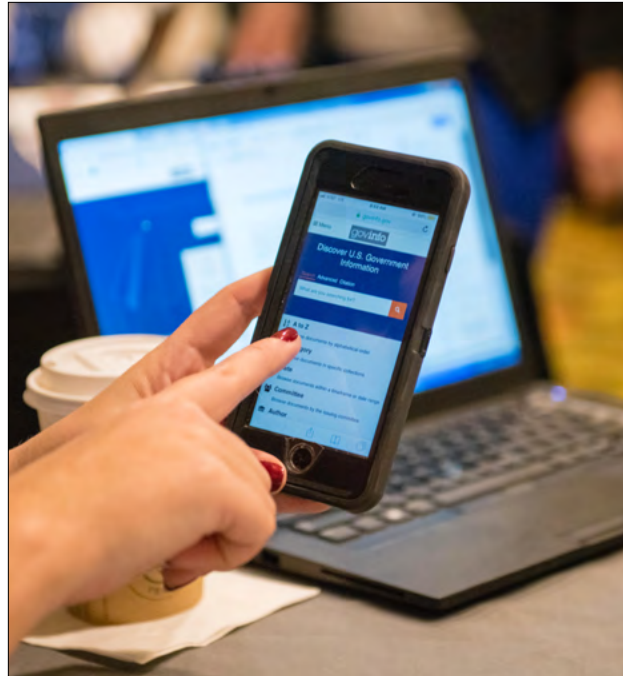
GPO is collaborating with the Law Library of Congress on the digitization of the United States Congressional Serial Set.



**GovInfo.** In December 2021, GPO achieved a major milestone—the nine billionth retrieval of Government information from agency sites since the agency started publishing information online in 1994. Today, the most popular collections on GovInfo are Congressional Bills, the Federal Register, and United States Court opinions. In FY 2021, an additional 320,000 content packages—which are generally equivalent to bound, printed documents—were added to GovInfo from the legislative, executive, and judicial branches, and the GovInfo system averaged approximately 70 million retrievals per month.

In January 2021, GPO once again made history by becoming the only organization to maintain the highest global standard of excellence for digital repositories. GPO successfully completed its second yearly surveillance audit that is required to maintain its ISO 16363 Trustworthy Digital Repository certification for GovInfo. GPO achieved the certification by meeting official criteria for trustworthy digital repositories as defined by experts in the field. This certification reinforced GovInfo as a trustworthy source that performs digital preservation practices to ensure long-term preservation of and access to official Federal Government information.

GPO has continually added content to GovInfo to provide increased public access to Government information. In FY 2021 GPO provided access to volumes of the digitized Serial Set from the 69th, 82nd, and several 19th century Congresses, the digitized Monthly Catalog and Government Publication Indexes, and digitized Congressional hearings from multiple committees. GPO also worked closely with our Federal and library partners to provide access to many notable publications including the Women in Congress 1917–2020 eBook, digitized publications from the University of Florida and Boise State University, various Railroad Retirement Board publications, and the Final Report of the Select Committee on the Modernization of Congress, which was composed using GPO's new XML-based composition system, XPub. In addition, GPO collaborated with its legislative data partners to make available ten additional years of Bill Status XML bulk data from 2003 to 2012, to provide



GPO has helped people find Government information online nine billion times since it first started putting information online in 1994.

access to enhanced Congressional Record Index linked HTML files from 1983 to 2011, and to make over 2,200 Statute Compilations available in USLM XML format.

GPO has continued to invest in the IT infrastructure supporting GovInfo. This includes the storage and servers needed for production, COOP, testing, and development environments. In FY 2021, GPO added storage capacity, increased computing capacity, and upgraded key components.

**Publication and Information Sales Program.** Along with the FDLP and our online dissemination system, which are no-fee public access programs, GPO also provides access to official Federal information through public sales featuring secure ordering through an online bookstore (*bookstore.gpo.gov*) and partnerships with the private sector that offer Federal publications as eBooks.

During FY 2021, our Online Bookstore (OBS) processed more than 18,000 orders from the general public and other Federal agencies and sent more than 163,000 publications to the general public. Our Sales Program generated more than \$2.8 million in revenue for FY 2021, and we began shifting our efforts to more strategically target the market based on previous purchasing patterns. This shift has improved both open and clickthrough rates.

**Agency Distribution Services (ADS) Program.**

GPO operates two distribution facilities which are strategically located in Laurel, MD (30 miles from Washington, DC) and Pueblo, CO (115 miles from Denver, CO). Through these facilities, GPO administers distribution programs for the information products of other Federal agencies. On October 11, 2021, GPO's Pueblo Distribution Center celebrated its 50th Anniversary. GPO teammates in Pueblo have distributed more than 1.3 billion publications since the center opened in 1971.

Today, over 60 Federal agencies utilize the comprehensive services provided through the Pueblo and Laurel facilities, which together offer more than 225,000 square feet of climate-controlled distribution, storage, and order fulfillment space.

Among the services provided through GPO's ADS program are website hosting, consulting services, fulfillment and distribution, address validation services, call center operations, and printing optimization, just to name a few. These services are all designed to help Federal agencies achieve savings in the distribution of their information products.

The ADS program continues to transform itself to meet evolving client demand. Revenue for the ADS fulfillment network was \$13.2 million in FY 2021, with 1.9 million orders fulfilled. The fulfillment network also completed 17 promotions for our Federal customers, with 4.8 million publications being distributed through these projects. During FY 2021, we also completed the build on the new 25,000 square foot warehouse at our Pueblo Distribution Center.



GPO's Pueblo Distribution Center celebrated its 50th anniversary on October 11, 2021.

**Communications.** Communication, both internal to GPO and external, continued to be a key component during year two of the pandemic for GPO.

Since the start of the pandemic in March 2020, GPO’s internal communications have included triple the number of LINK messages and Headlines publications, and doubled the number of Leaders’ Updates. We also created new methods of internal communications, such as messages from the Director (130 in past two years), video messages from the Director (seven in the past two years), and messages from the Medical Officer (ten in the past two years).

Between September 2020 and September 2021, GPO sent 55 email and two video messages from Director Hugh Halpern to the GPO team. These messages provided updates on positive cases reported, vaccination mandates at the agency, and the ongoing changes that came to the agency during the pandemic. The agency also sent four messages from the GPO Medical Officer.

Since the beginning of the pandemic, external communications on social media more than doubled. Engagement on Twitter is now three times higher than it was at the beginning of the pandemic, and GPO YouTube video views are seven times higher since the beginning of the pandemic. These videos included video messages from the Director on GPO’s vaccination policy and other changes to GPO operations during the pandemic.

During fiscal year 2021 public relations efforts around the agency’s new telework and remote work policies resulted in articles in Roll Call, Federal News Network, and Government Executive, paving the way for other Federal agencies to begin discussing their own policies.

GPO’s 160th birthday landing page received nearly 3,000 pageviews, and the 160th campaign garnered more than 140,000 impressions across social media

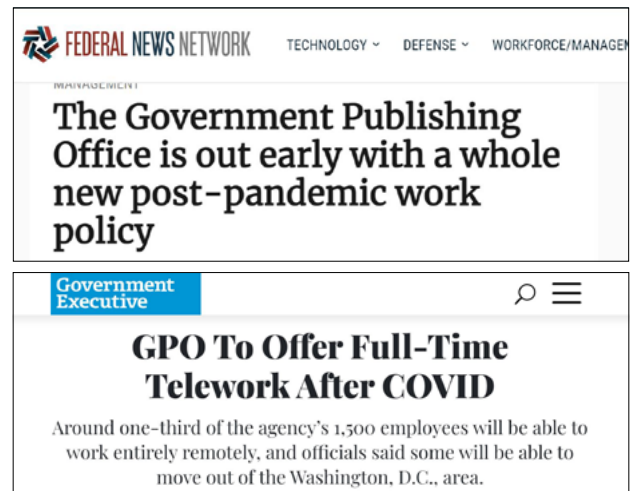


Director Hugh N. Halpern sends the agency a message on its 160th birthday.

channels. The video “GPO Celebrates 160 Years of Keeping America Informed” covers major milestones in GPO’s history and can be viewed at <https://www.youtube.com/watch?v=iYUMmphpLv0&t=273s>

Top-performing social media posts during fiscal year 2021 included images of the GPO Police Officers saluting the Capitol after the January 6 riot, the announcement of the first release of the United States Congressional Serial Set, and posts highlighting the marbling work done at the agency. On Facebook, GPO averaged 951 views per post and a 7.4% engagement rate. On Twitter, GPO averaged 1,185 views per tweet and a 3.2% engagement rate. Our most-viewed YouTube video was a video of Director Halpern announcing the agency’s COVID-19 vaccination policy.

Throughout FY 2021 GPO wrote and published quarterly issues of Typeline, GPO’s employee newsletter.



GPO gained significant positive attention around its post-pandemic work policy for eligible teammates.



Social media posts around GPO’s marbling work continued to be top-performers in FY 2021.



## GPO Finances

**Business Operations Revolving Fund.** All GPO activities are financed through our Business Operations Revolving Fund, established by section 309 of Title 44, U.S.C. This business-like fund is used to pay all of our costs in performing congressional and agency publishing, information product procurement, and publications dissemination activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from our two annual appropriations: The Congressional Publishing Appropriation and the Public Information Programs of the Superintendent of Documents Appropriation.

**Retained Earnings.** Under GPO's system of accrual accounting, annual earnings generated since the inception of the Business Operations Revolving Fund have been accumulated as retained earnings. Retained earnings enable us to fund a significant amount of technology modernization; however, appropriations for essential investments in technology and plant upgrades are requested when necessary.

**Appropriated Funds.** GPO's Congressional Publishing Appropriation is used to reimburse the Business Operations Revolving Fund for the costs of publishing the documents required for the use of Congress in digital and tangible formats, as authorized by the provisions of chapters 7 and 9 of Title 44, U.S.C. The Public Information Programs of the Superintendent of Documents Appropriation is used to pay for the costs associated with providing online access to, and the distribution of, publications to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange distribution. The reimbursements from these appropriations are

included in the Business Operations Revolving Fund as revenue for work performed.

Unlike most appropriations to other Federal agencies, these two appropriations are for work that GPO itself does not control. The Congressional Publishing Appropriation in effect is an appropriation by Congress to cover the costs of its publishing activities. The appropriation is made to GPO to relieve Congress of the burden of maintaining detailed accounting records for all publishing work ordered from GPO both by law and by other congressional requisitions, as well as the responsibility for estimating the anticipated volume of congressional publishing that is used as the basis for the appropriation.

Congress plays a major role in controlling the rate of spending of the Congressional Publishing Appropriation. GPO can transfer funds from the appropriation to the Business Operations Revolving Fund only when it performs congressional publishing work. The appropriation is not available for



The Congressional Publishing Appropriation, one of GPO's annual appropriations, is an appropriation by Congress to cover the costs of its publishing activities.

expenditure for any purposes other than this work. While GPO does its best to estimate the volume of congressional publishing in any given year, that volume can change due to circumstances beyond GPO's control. GPO affects the rate of spending under this appropriation by ensuring the efficiency of its operations.

If congressional requisitions fall short of GPO's estimate, there will be a balance remaining in the Congressional Publishing Appropriation at the end of the year. Under the language of GPO's appropriations legislation, such balances are eligible for transfer to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate Appropriations Committees. If Congress' requirements should exceed GPO's estimate, GPO will continue to fulfill them, and Congress will in effect spend more than it appropriated. As a result, there will be a shortfall in the appropriation for which GPO would need additional funding in a subsequent year. The shortfall would be paid out of available money – retained earnings – in the Business Operations Revolving Fund that otherwise would be available for new plant and equipment investment. When shortfalls occur, Congress subsequently repays GPO for the excess cost of its printing to restore money to the Business Operations Revolving Fund.

Like the Congressional Publishing Appropriation, the Public Information Programs Appropriation is available only for specific programs: online access and distribution to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange. The publishing activities of the Government determine the workload handled by these programs, not GPO. However, GPO affects the level of funding by ensuring the efficiency of its information dissemination operations. Like the Congressional Publishing Appropriation, any unobligated balances remaining in this account may be transferred to the Business Operations Revolving Fund, where they can be used only for the purposes for which they were originally appropriated, with the approval of the House and Senate Appropriations Committees. GPO is accountable for its finances.

**Annual Independent Audit.** Each year, GPO's finances and financial controls are audited by an independent outside audit firm working under contract with GPO's Office of Inspector General. For FY 2021, the audit concluded with GPO earning an unmodified, or clean, opinion on its finances, the 25th consecutive year GPO has earned such an audit result.

**FY 2021 Financial Results.** During FY 2021, revenue totaled \$961.9 million while expenses charged against GPO's budget were \$873.7 million, for an overall net income of \$88.2 million from operations. Included in both GPO's revenue and net income figures is approximately \$22.5 million for passport-related capital investments, as agreed to by GPO and the Department of State, and \$10.1 million of expenses resulting from a decrease in GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). Apart from these two set asides, GPO's net income for FY 2021 was \$55.6 million. This achievement followed the operating loss of \$14.3 million in FY 2020 when GPO operations were severely hampered by the effects of the COVID-19 pandemic.

In FY 2021, funds appropriated directly by Congress provided nearly \$111.5 million (including funds from the Congressional Publishing and Public Information Programs appropriations, along with appropriations to the Business Operations Revolving Fund), or about 11.6% of total revenue. All other GPO activities, including in-plant publishing (which includes the production of passports), procured work, sales of publications, agency distribution services, and all administrative support functions, were financed through the Business Operations Revolving Fund by revenues generated by payments from agencies and sales to the public. The largest single component of GPO's annual expenses is publishing work procured from the private sector. In FY 2021, the cost of this work totaled \$365.9 million, or about 41.9% of total expenses. The second largest component was personnel compensation and benefits. These totaled \$232.8 million, or about 26.6% of all expenses.





# U.S. GOVERNMENT PUBLISHING OFFICE

## Financial Statements

The following summary tables are excerpts from the full audited consolidated financial statements and are not intended to substitute for the full audited financial statements presented at [https://www.gpo.gov/docs/default-source/news-content-pdf-files/2021\\_annualreport.pdf](https://www.gpo.gov/docs/default-source/news-content-pdf-files/2021_annualreport.pdf).

For FY 2021 (October 1, 2020 - September 30, 2021), GPO received an unmodified opinion (clean audit opinion) on its consolidated financial statements, as GPO reported net income of \$88.2 million in FY 2021, compared with a net loss of \$14.3 million in FY 2020.

During FY 2021, GPO was able to return to full staffing in the production areas, thereby increasing productivity over FY 2020, when social distancing measures, necessitated by the global pandemic, reduced GPO's legislative workload from Congress, and passport production was largely suspended for about 3 months.

In FY 2021, GPO operating revenues were \$961.9 million compared to \$915.9 million in FY 2020. Expenses decreased \$56.5 million, to \$873.7 million in FY 2021 from \$930.2 million in FY 2020. FY 2021 revenues included \$22.5 million for planned capital investments to produce U.S. passports, as agreed upon between the Department of State and GPO. Similar type funds totaled \$13.5 million for FY 2020.

Expenses included a decrease to the GPO's future workers' compensation liability of \$10.1 million in FY 2021 and \$6.3 million increase in FY 2020. This adjustment is required to record the actuarially determined liability at September 30.

After excluding the two unique transactions (capital projects reserve and the workers' compensation liability adjustment), GPO had a net income of \$55.6 million in FY 2021, compared with net loss of \$21.5 million in FY 2020, as shown on the following table.

Summary of Net Income (Loss) (in thousands)	2021	2020
<b>Net Income (Loss)</b>	<b>\$ 88,181</b>	<b>\$ (14,303)</b>
Reduce from Net Income/Add to Net Loss:		
Passport Capital Projects Reserve	(22,542)	(13,458)
Decrease (Increase) in Workers' Compensation Liability	(10,082)	6,277
<b>Net Income (Loss) After Capital Projects Reserve and Workers' Compensation Liability Adjustment</b>	<b>\$ 55,557</b>	<b>\$ (21,484)</b>

GPO's fund balance with Treasury increased by \$110.9 million, from \$660.3 million at the end of FY 2020 to \$771.2 million at the end of FY 2021. Cash provided by operations in FY 2021 was \$130.7 million, compared to \$6.2 million in FY 2020. GPO invested \$25.1 million for capital items in FY 2021 and \$24.1 million in FY 2020.

Summary Statement of Cash Flows (in thousands)	2021	2020
<b>Cash flows from Operating Activities</b>		
<b>Net Income (Loss)</b>	\$ 88,181	\$ (14,303)
Provided by (used in) operating activities:		
Depreciation and other	26,583	25,428
(Increase) decrease in assets	(13,568)	(4,250)
Increase (decrease) in liabilities	39,573	(6,926)
(Decrease) Increase in workers' compensation liability	(10,082)	6,277
Total adjustments	42,506	20,529
<b>Net cash provided by operating activities</b>	130,687	6,226
<b>Cash flows used in investing activities</b>	(25,069)	(24,146)
<b>Cash flows provided by financing activities</b>	5,259	2,304
<b>Net Increase (Decrease) in cash balance</b>	<b>\$ 110,877</b>	<b>\$ (15,616)</b>

Total GPO assets increased by \$122.9 million to \$1.2 billion in FY 2021.

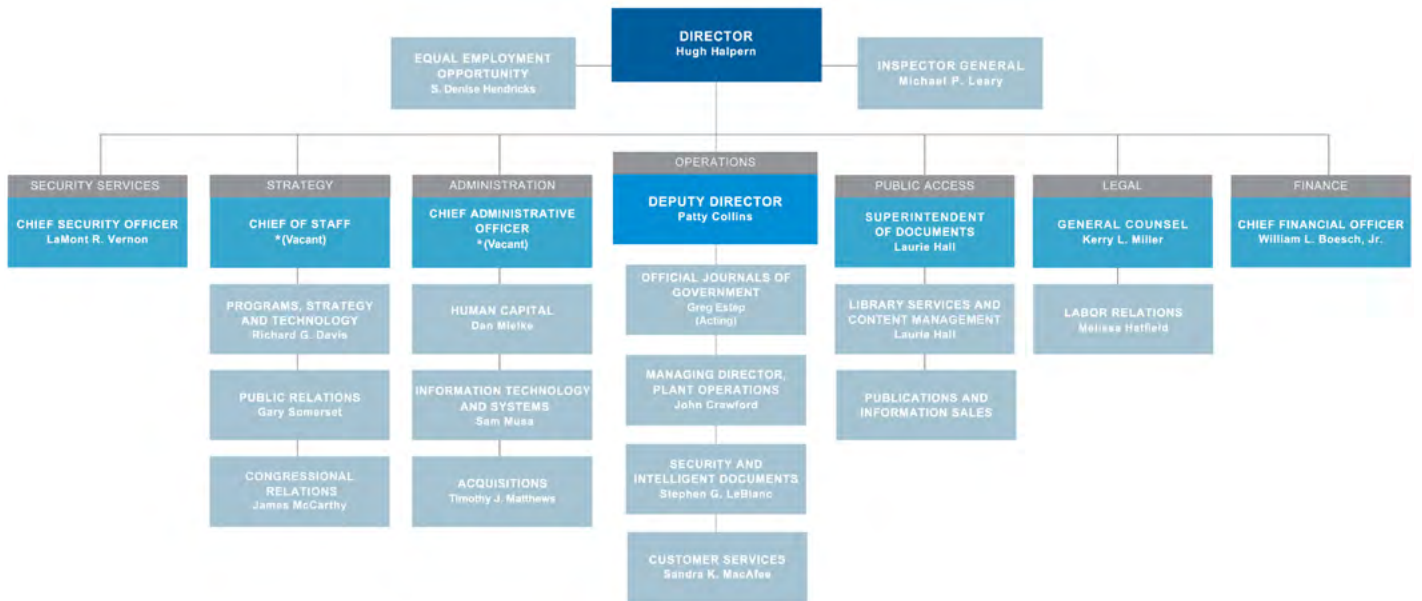
GPO's working capital increased by \$85.1 million, to \$667.6 million in FY 2021 from \$582.5 million in FY 2020, while total current assets increased by \$124.4 million, to \$1.0 billion in FY 2021 from \$891.9 million in FY 2020.

GPO ended FY 2021 with a \$88.2 million increase in retained earnings, to \$567.5 million from \$479.3 million at the end of FY 2020. In comparison, GPO ended FY 2020 with a \$14.3 million decrease in retained earnings, to \$479.3 million, from \$493.6 million at the end of FY 2019.

Summary Balance Sheets (in thousands)	2021	2020
<b>Assets</b>		
Current Assets		
Fund balance with Treasury	\$ 771,152	\$ 660,275
Accounts receivable, net	160,459	160,217
Inventory, net	83,645	70,222
Prepaid expenses	1,134	1,231
<b>Total Current Assets</b>	<b>1,016,390</b>	<b>891,945</b>
General property, plant and equipment, net	181,990	183,504
<b>Total Assets</b>	<b>\$ 1,198,380</b>	<b>\$ 1,075,449</b>
<b>Liabilities and Net Position</b>		
Current Liabilities		
Accounts payable and accrued expenses	\$ 148,392	\$ 122,254
Deferred revenues	181,948	169,946
Accrued annual leave	14,657	13,224
Workers' compensation	3,837	4,016
<b>Total Current Liabilities</b>	<b>348,834</b>	<b>309,440</b>
Noncurrent Liabilities		
Workers' compensation	46,801	56,704
<b>Total Liabilities</b>	<b>395,635</b>	<b>366,144</b>
Net Position		
Cumulative results of operations:		
Retained earnings	567,491	479,310
Invested capital	92,879	92,879
Unexpended appropriations	142,375	137,116
<b>Total Net Position</b>	<b>802,745</b>	<b>709,305</b>
<b>Total Liabilities and Total Net Position</b>	<b>\$ 1,198,380</b>	<b>\$ 1,075,449</b>

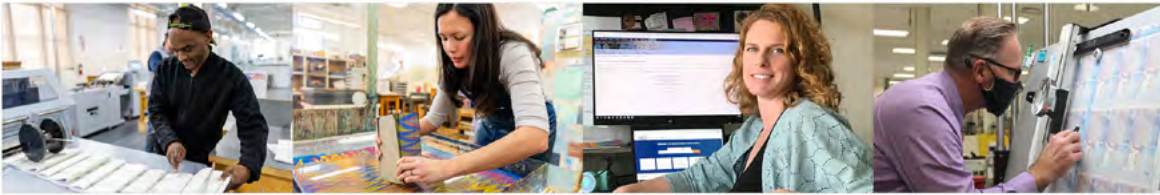
# U.S. GOVERNMENT PUBLISHING OFFICE

## Organizational Chart (as of May 26, 2022)





U.S. GOVERNMENT PUBLISHING OFFICE



# *VISION*

**America  
Informed**



# *MISSION*

**Publish  
trusted  
information**

★★★★ for the ★★★★★  
Federal Government

★★★★ to the ★★★★★

**American  
people.**

# *VALUES*

*Honesty*

**Communicate  
transparently  
with our colleagues  
and our customers.**

*Kindness*

**Treat one another  
with respect.**

*Effectiveness*

**Innovate, collaborate,  
produce, and deliver.**

*Inclusiveness*

**Foster a diverse,  
supportive and welcoming  
environment for our  
employees and customers.**

The logo for the U.S. Government Publishing Office (GPO), consisting of the letters 'GPO' in white on a dark blue rectangular background.

U.S. GOVERNMENT PUBLISHING OFFICE

*America Informed*

160  
Years

1861 – 2021

**CONSOLIDATED FINANCIAL STATEMENTS**  
FOR THE FISCAL YEARS ENDED SEPTEMBER 30, 2021 AND 2020  
(WITH INDEPENDENT AUDITOR'S REPORT THEREON)



**U.S. Government Publishing Office**

**CONSOLIDATED FINANCIAL  
STATEMENTS**

**FOR THE FISCAL YEARS ENDED  
SEPTEMBER 30, 2021 AND 2020**

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SECTION I

**MANAGEMENT  
DISCUSSION  
AND  
ANALYSIS  
(UNAUDITED)**

### U.S. Government Publishing Office

## Management Discussion and Analysis (Unaudited)

As of September 30, 2021

### Mission

The core mission of the U.S. Government Publishing Office (GPO or Agency) is *Keeping America Informed*, by producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the U.S. Government. To ensure Federal information is readily available to citizens, GPO makes information accessible in an array of communication mediums from secure digital documents, databases that are accessible through the Internet to traditional printed ink-on-paper products. GPO was created on June 23, 1860, with the enactment of Congressional Joint Resolution 25. GPO's first day of operations was March 4, 1861.

### Basis of Financial Reporting

GPO's consolidated financial statements are prepared pursuant to the requirements of Title 31 *United States Code* (U.S.C.), *Money and Finance*, § 3515, Financial Statements of Agencies. The consolidated financial statements have been audited by an independent external auditor in accordance with Title 44 U.S.C., *Public Printing and Documents*, § 309, Business Operations Revolving Fund (herein referred to as the "Revolving Fund") for Operation and Maintenance of Government Publishing Office.

The consolidated financial statements are prepared from GPO's financial system on the accrual basis of accounting in conformity with U.S. generally accepted accounting principles (GAAP). Under the accrual basis, revenues are recognized (recorded) when earned, and expenses are recognized when incurred, without regard to the receipt or the payment of cash.

GPO's consolidated financial statements and accompanying notes provide information on the Agency's financial position, results of operations, changes in net position, and cash flows, and disclose significant financial and economic events that may impact GPO, in conformity with applicable laws, regulations, standards, and policies relevant to financial reporting. GPO is committed to maintaining strong financial systems and internal controls to ensure accountability, integrity, and reliability. GPO's internal controls are designed to provide reasonable assurance that obligations and costs comply with applicable laws and regulations and are within budgetary limits; that funds, property, and other assets are safeguarded against loss from unauthorized acquisition, use, or disposition; and that transactions are properly recorded.

GPO Instruction 825.18A, *Internal Control Program*, establishes the internal control standards and assessment methodology employed by GPO to ensure adequate and effective systems of management control and compliance with applicable laws and regulations. Management monitors the internal control systems and regularly conducts vulnerability assessments and internal control reviews of GPO's programs, operations, and other activities.

## Section I: Management Discussion and Analysis (Unaudited)

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GPO's Office of the Inspector General (OIG) monitors the Internal Control Program at GPO and keeps the Agency Director informed of management's progress in addressing internal control deficiencies identified in audits, inspections, and investigations. The OIG and occasionally the Government Accountability Office (GAO) conduct audits of GPO's programs and operations, and as such, evaluate management controls. GPO's Internal Control Program, along with recommendations from audits, inspections, and investigations, has strengthened management controls and improved the economy, efficiency, and effectiveness of GPO's programs, operations, and other activities.

### Programs and Operations

The programs and operations managed by GPO are based on various public laws codified in Title 44 U.S.C. GPO's statutory responsibilities include fulfilling the printing and information product needs of the Federal Government and distributing official Federal publications to the public.

### Funding

GPO's programs and operations are funded through a business-type revolving fund, authorized by Title 44 U.S.C. and by annual and certain no-year and multi-year appropriations provided by the U.S. Congress. GPO's Business Operations Revolving Fund (Revolving Fund) is authorized to be self-sustaining, without fiscal year limitations applicable to most annual appropriations. The Revolving Fund pays for the cost of the Agency's programs and operations and is reimbursed at rates and prices that are intended to recover the full cost of goods and services delivered to customers. GPO's rates and prices for products and services are developed using estimates of direct labor and direct material expenses, overhead expenses, and anticipated volumes.

The major sources of reimbursement to GPO's Revolving Fund are:

- Payments from Federal customers for publishing and printing and binding services, including U.S. Passports and other secure credential documents and cards, blank paper and paper products, and information products distribution and design services;
- Sales of Government publications and information products to the general public, bookstores, bookdealers, and businesses; and,
- Fund transfers from the Congressional Publishing Appropriation (CP) and the Public Information Programs of the Superintendent of Documents (Salaries and Expenses or S&E) Appropriation for work performed and authorized to be billed to these appropriations.

The CP and S&E appropriations reimburse the Revolving Fund for costs incurred to produce congressional work and fulfill statutory requirements to disseminate Federal Government information to the public, respectively. Reimbursements to the Revolving Fund from the CP and S&E appropriations are recorded as revenue when related liabilities are incurred. Unexpended

## Section I: Management Discussion and Analysis (Unaudited)

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CP and S&E appropriation balances may be authorized to be transferred to the Revolving Fund for these purposes with the approval of the House and Senate Appropriations Committees. Otherwise, unexpended annual appropriations are canceled and returned to the Department of the Treasury after five years.

Congress has also made no-year and multi-year appropriations available to GPO's Revolving Fund for specific purposes. For example, appropriations have been made for building repairs and improvements, security enhancements, information systems, and workforce retraining.

### Programs and Operations Overview

GPO is organized into separate business units to carry out the various programs and operations of the Agency. An overview of these business units follows.

**Official Journals of Government** – The Official Journals of Government business unit provides support services to the U.S. Senate and U.S. House of Representatives and their committees regarding the printing, binding, and provision of digital information products required to carry out the legislative schedule and daily operations. This support includes the production of the *Congressional Record*, *Congressional Record Index*, bills, reports, hearings, committee prints, and other authorized documents.

This business unit also works in close partnership with the Office of the Federal Register (OFR) to coordinate the timely production of the official documents of the OFR including the daily *Federal Register*, *Code of Federal Regulations*, *List of CFR Sections Affected (LSA)*, and the *Public Papers of the Presidents of the United States*.

**Plant** – The Plant business unit publishes, in print and online, the important official journals of the Federal Government, along with many other Federal Government documents that are available to the public. This business unit provides Congress with all legislative printing and binding services, including overnight production of the *Congressional Record*, and congressional bills, reports, hearings, and other documents. GPO also produces the daily *Federal Register* and the *Code of Federal Regulations* for the Executive Branch. Congressional and *Federal Register* documents created in digital formats are posted on GPO's govinfo ([www.govinfo.gov](http://www.govinfo.gov)).

**Security and Intelligent Documents** – This business unit prints, manufactures, and distributes secure credentials and documents for other Federal agency customers. These security products and services incorporate advanced electronic technologies and integrated security features to prevent fraud and counterfeit activities. Security and Intelligent Documents (SID) products and services include the production of all U.S. Passports, Border Crossing cards (BCC), and the family of Diplomatic Security cards for the U.S. Department of State. Additionally, SID supports the U.S. Department of Homeland Security's Trusted Traveler border crossing smartcard program (TTP), the Transportation Worker Identification Credential program (TWIC), the U.S. Asian Pacific Economic Corporation (APEC) business travel card, as well as the Homeland Security Presidential Directive Personal Identity Verification (HSPD-12 PIV) card program used for access to Federal facilities and systems. SID also provides secure products and services for the U.S. Department of Health and Human Services, the U.S. Department of

## Section I: Management Discussion and Analysis (Unaudited)

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Defense, and the District of Columbia (DC) government.

SID operates within a certified International Organization for Standardization (ISO) 9001 production and quality control environment. SID protects the Personally Identifiable Information (PII) data of customers used in the personalization of credentials, and is certified by the General Services Administration (GSA) as the only Government entity capable of graphically personalizing the Nation's HSPD-12 PIV smart cards now used in all agencies for physical access to Federal facilities and logical access to Federal computer systems. SID accomplishes all this by leveraging GPO's long and successful security printing tradition with expertise in biometrics, advanced chip and antenna technologies, and state-of-the-art security features in inks, threads, holograms, paper, and plastic substrates.

**Customer Services** – The majority of the Federal Government's printing needs requisitioned through GPO are contracted out to the private sector using Customer Service's partnerships with commercial printers and the information industry. This business model enables the Federal Government to take full advantage of the vast resources, expertise, and specialization within the private sector, and ensures open market competition for publishing contracts among thousands of businesses, large and small.

The Customer Services business unit provides pre-procurement consulting, print procurement (including specification writing, bid and solicitation management, and contract awarding), as well as life-cycle contract administration and monitoring for the project life-cycle for Federal customers which includes review of proofs, press sheets, and on-site monitoring, negotiating and issuance of contract modifications when required, and adherence to deadlines.

Customer Service teams are in continuous contact with customer agency printing officers and program managers to maintain high levels of satisfaction and to expand their expertise on each agency's specific mission, needs, and challenges. Customer Service's performance measures for on-time delivery and quality acceptance (see Performance Measures section) underscore the effectiveness of this partnership between industry and Government.

In addition, Customer Services' Creative and Digital Media Services provides graphic design solutions, multimedia and Web services to Congress, the White House, and Federal agencies and commissions. This unit assists customer agencies by creating effective visual communications solutions for their projects using the latest technology. The team is comprised of graphic designers who specialize in art, graphic design, web design, illustration, photography, and multimedia. The design team received design awards in fiscal 2020, including an award for excellence in Brochures and Collateral design from Graphic Design USA magazine. Creative Services' work includes designs for Presidential Inauguration materials, a major branding effort for the Department of Justice-OIG, design support for the U.S. Passport, and numerous other security design efforts. Digital Media Services offers website content updates for existing Federal agency customers who are required to utilize within-government digital media services for information dissemination. One example includes enhancements to the U.S. Senate website.

**Publication and Information Sales (P&IS)** – This unit increases public access to U.S.

## Section I: Management Discussion and Analysis (Unaudited)

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Government information through the sale of Government information products, primarily through GPO's U.S. Government Bookstore website (<https://bookstore.gpo.gov/>). This site allows the public to purchase hard-copy and eBook copies of Federal Government publications and subscriptions. This business unit also works with commercial sales channels, including book distributors nationwide, to enhance Federal information distribution. P&IS also provides customer agencies with expert advice on how to make their publications more user-friendly and commercially viable.

**Agency Distribution** – This unit provides a variety of order fulfillment, inventory, and list management services to Federal agencies through distribution centers in Pueblo, CO, and Laurel, MD. This unit also supports the GSA's popular Federal Citizen Information Center in Pueblo.

**Public Information Programs** – The Office of the Superintendent of Documents and Library Services & Content Management support and manage the Federal Depository Library Program (FDLP), the Cataloging and Indexing Program, the By-Law Program, and the distribution component of the International Exchange Service of the Library of Congress (LOC). The FDLP ensures equitable, secure, convenient, and permanent no-fee access to published U.S. Government information.

The FDLP includes 1,113 designated Federal depository libraries throughout the United States and its territories and provides the American public free access to U.S. Government publications in tangible and electronic collections. Public Information Programs' major operational functions include cataloging, acquiring new tangible and electronic publications for the FDLP, program planning, distributing publications to libraries, continuing education through the FDLP Academy, one-on-one consultations, library technical services, and archival management.

The staff that supports these programs is focused on:

- Customer outreach and engagement.
- Continuing digital initiatives and transformation.
- Providing innovative services and tools for Federal depository libraries and the public.
- Expanding strategic partnerships with libraries, Federal agencies, and other organizations.

Working with other GPO units, these units support GPO's continued digital transformation through initiatives to enhance historic and current content on govinfo.

Through these units, GPO has official partnership agreements in place with 64 organizations to advance free public access to U.S. Government information. Further, GPO collaborated, through special projects and initiatives, with another 30 organizations, to share knowledge, develop services, and continue GPO's mission of *Keeping America Informed*.

Other online services managed by this business unit include the *Catalog of U.S. Government Publications* ([catalog.gpo.gov](https://catalog.gpo.gov/)), FDL.gov ([www.fdlp.gov](https://www.fdlp.gov/)), and Ben's Guide to the U.S. Government ([bensguide.gpo.gov](https://bensguide.gpo.gov/)).

## **Financial Position and Results for Fiscal Year 2021**

Billings for work performed for Congress decreased by about \$5.5 million, to \$63.8 million in fiscal 2021 from \$69.3 million in fiscal 2020. Bills, Resolutions, Amendments and Documents showed the most significant decreases from the prior fiscal year. Billings to the State Department for passports produced increased by \$172.8 million, to \$352.3 million in fiscal 2021, from \$179.5 million in fiscal 2020.

The following is an overview of GPO's financial position and operating results for the fiscal year ended September 30, 2021. This information should be viewed in context with the Financial Statements and Notes. In addition, the management discussion and analysis put forth is prepared to highlight the more significant financial events, items or transactions. This information is not a compendium of all activity for GPO's fiscal year 2021.

### **Selected Balance Sheet Accounts and Other Statistics**

#### **Cash**

GPO's current cash requirements include program and operating expenses, as well as capital investment requirements. Cash (also referred to as "Fund Balance with Treasury" or "FBWT") increased by \$110.9 million (16.8 percent) to \$771.2 million as of September 30, 2021, from \$660.3 million as of September 30, 2020.

The increase was primarily due to cash increases from operating activities of \$130.7 million, offsetting investing outlays of \$25.1 million, and increases in unexpended appropriations of \$5.3 million.

#### **Accounts Receivable, Net**

Net accounts receivable remained constant from \$160.2 million as of September 30, 2020, to \$160.5 million as of September 30, 2021 (0.2 percent).

## Section I: Management Discussion and Analysis (Unaudited)



### Inventory, Net

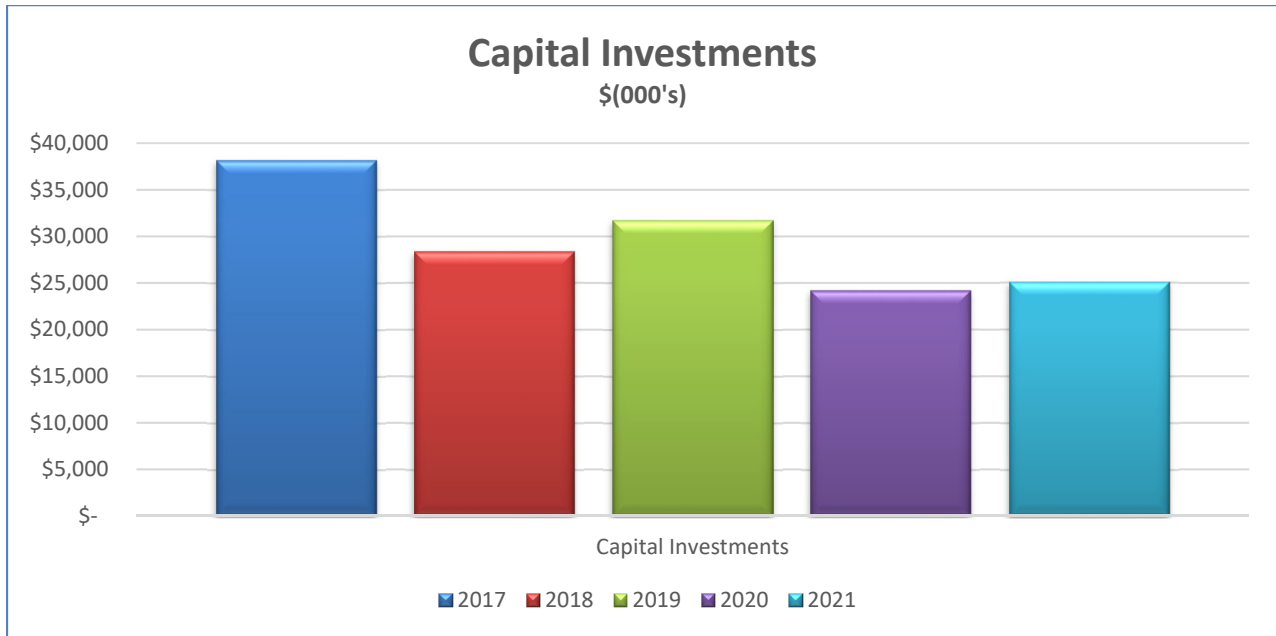
Inventories, net of an allowance for surplus and obsolete stock increased from \$70.2 million as of September 30, 2020, to \$83.6 million as September 30, 2021 (19.1 percent) primarily due to purchases of passport materials and next generation passport supplies.

### General Property, Plant, and Equipment, Net

Net property and equipment decreased by \$1.5 million (0.8 percent) in 2021 to \$182 million as of September 30, 2021. The capital additions of \$25.1 million in 2021 were primarily centered on machines for passport (\$3.6 million), computers and computer software (\$8.7 million), and capitalized software and improvements (\$9.2 million). These additions were partially offset by \$26.6 million in depreciation expense for fiscal 2021. The capital investment trend over the last 5 years is reflective of the investment in secure products and documents, and GPO's transformation to a digital platform.

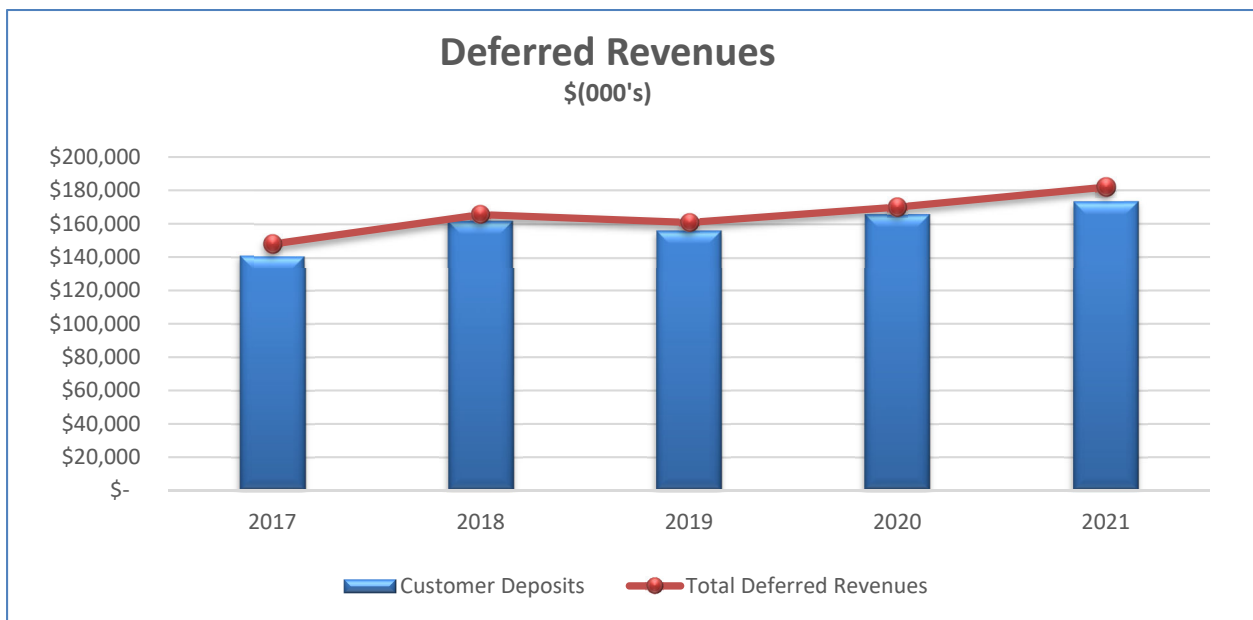


## Section I: Management Discussion and Analysis (Unaudited)



## Deferred Revenues

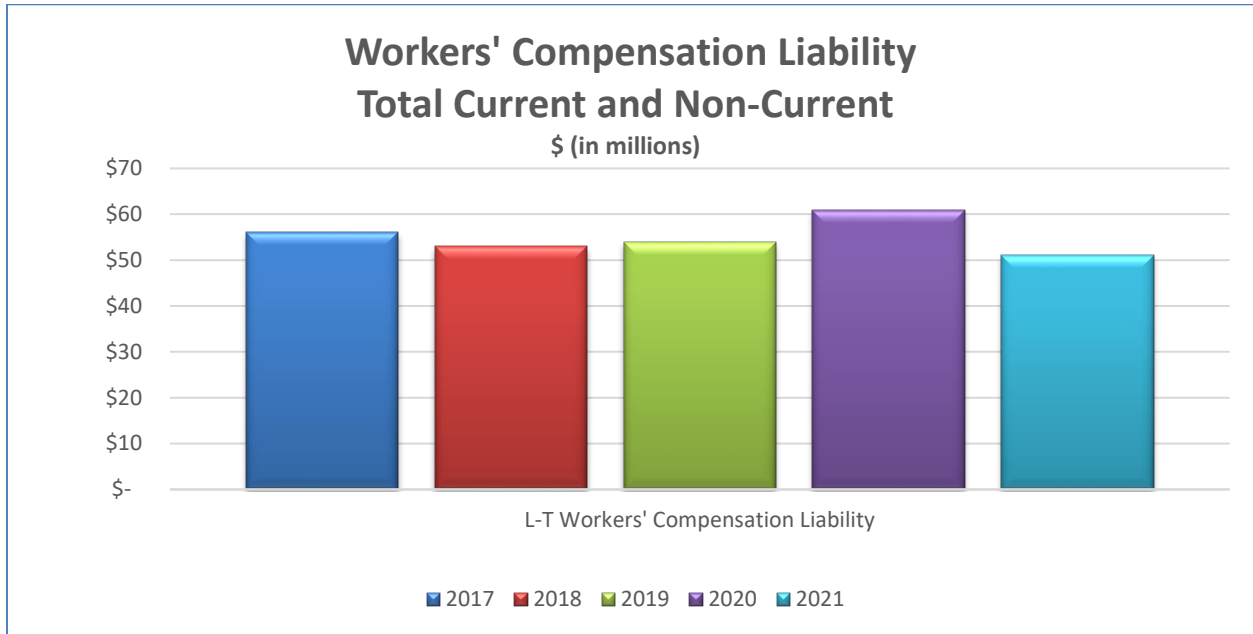
Deferred revenues are primarily comprised of customer deposits which are funds advanced from Federal agencies. The \$12 million (7.1 percent) increase in deferred revenues for fiscal 2021 from fiscal 2020 was primarily driven by a \$7.5 million increase in deposit accounts, \$4.8 million increase in advance billings offset by a \$0.9 million decrease in subscriptions and unfilled orders.



## Section I: Management Discussion and Analysis (Unaudited)

### Workers' Compensation Liability

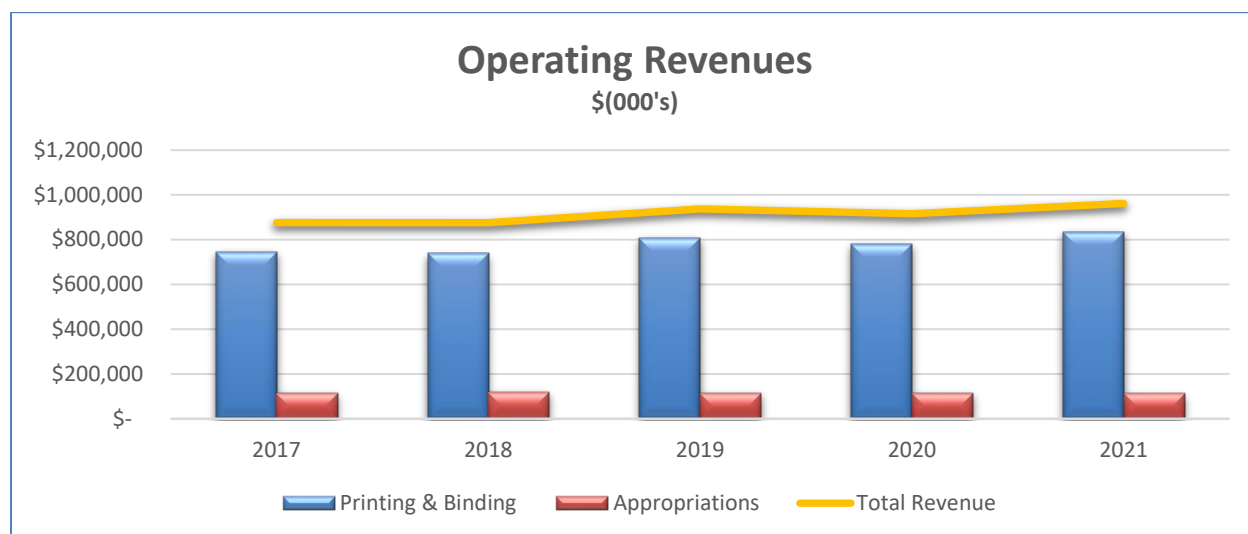
The actuarial workers' compensation liability decreased \$10.1 million in 2021. The projected annual payments are discounted to present value based on economic assumptions and rates published by the Department of Treasury. The discount rate increased from 0.93 percent at September 30, 2020 to 1.88 percent at September 30, 2021 causing the long-term actuarial liability to decrease.



### Consolidated Revenues

GPO's consolidated revenues (net of eliminations) are primarily derived from Printing & Binding and Appropriations. Consolidated revenues were \$961.9 million in fiscal 2021 and \$915.9 million in fiscal 2020.

## Section I: Management Discussion and Analysis (Unaudited)



### Operating Expenses

Operating costs decreased by \$40.2 million (4.4 percent) to \$883.8 million in fiscal 2021, down from \$924 million in fiscal 2020. The decrease is primarily attributable to a decrease in the cost of printing and production sold to customer agencies, travel, transportation, postage and publications sold offset by an increase in supplies, materials and other services.

### Changes in Retained Earnings

GPO's retained earnings increased by \$88.2 million (18.4 percent) to \$567.5 million at the end of fiscal 2021, compared to \$479.3 million at the end of fiscal 2020.

As presented on the table below, GPO's retained earnings include the planned uses of net income as authorized by responsible parties. The GPO and the Department of State annually agree to a price to be charged per passport, as well as an agreed-upon plan of capital investments to produce future U.S. Passports. A portion of the agreed-upon price includes funding for these capital investments.

Also included in consolidated net income is the net change in the long-term workers' compensation liability. This unfunded liability is required to be included in GPO's consolidated financial statements; however, GPO's rates and prices are established only to recover the current fiscal year actual cost of workers' compensation, and not the long-term liability estimate.

Adjusting GPO financial results for these two items allows GPO's management to better gauge the results of GPO operations.

## Section I: Management Discussion and Analysis (Unaudited)

<b>Summary of Net Income (Loss)</b> (in thousands)	<b>2021</b>	<b>2020</b>
<b>Net Income (Loss)</b>	<b>\$ 88,181</b>	<b>\$ (14,303)</b>
Add to Net Loss/Reduce from Net Income:		
Passport Capital Projects Reserve	(22,542)	(13,458)
(Decrease) Increase in Workers' Compensation Liability	(10,082)	6,277
<b>Net Income (Loss) After Capital Projects Reserve and Workers' Compensation Liability Adjustment</b>	<b>\$ 55,557</b>	<b>\$ (21,484)</b>

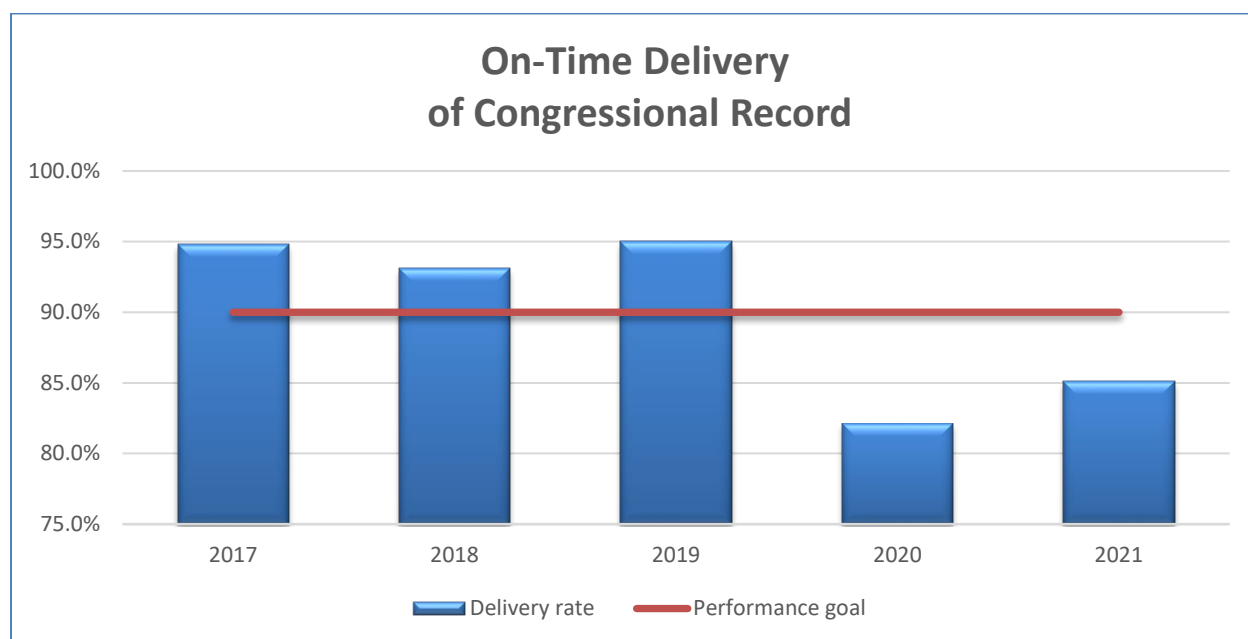
Excluding funds planned to be invested in capital projects to support the production of U.S. Passports, and the adjustment to the long-term Workers' Compensation Liability, GPO had net income of approximately \$55.6 million in fiscal 2021, compared to net loss of \$21.5 million in fiscal 2020.

## Operating Performance Measures

GPO gauges its overall efficiency and effectiveness using certain performance measures. Generally, these performance measures are based on established standards, goals, or objectives that are compared against actual performance or results for each fiscal year. The following sections discuss the major operating performance measures used by the Agency.

### On-Time Delivery of Congressional Record

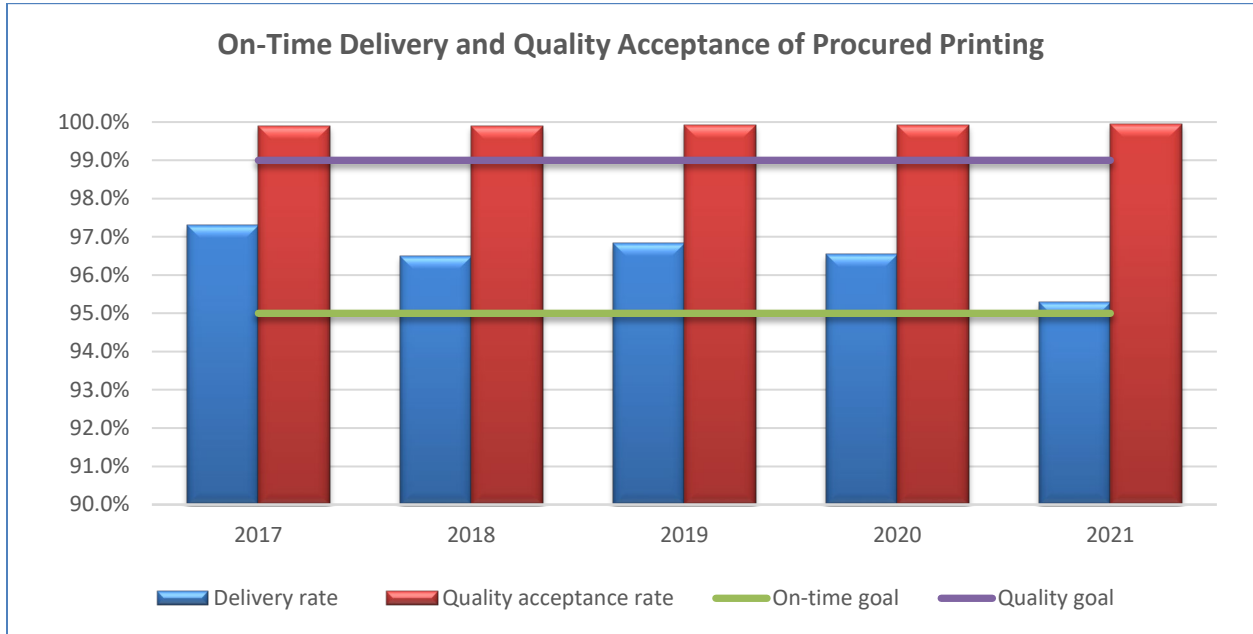
The *Congressional Record* is the official record of the proceedings and debates of the U.S. Congress. This important information product is published daily when Congress is in session. GPO uses a performance measure to evaluate the timeliness of the delivery of this core product to Congress. To measure GPO's success in delivering the *Congressional Record* to Congress on-time, GPO established a deadline of delivery to the House and Senate chambers before the start of the next day's session when 100 percent of copy is received by midnight. In fiscal 2021 the delivery goal for this product was not met. Two primary reasons: an every-other-week onsite staffing practice in proofreading, press, and bindery operations for COVID-19 reasons, and a transition from offset to new digital inkjet printing with operators learning and adjusting to the new equipment.



### On-Time Delivery and Quality Acceptance of Procured Printing

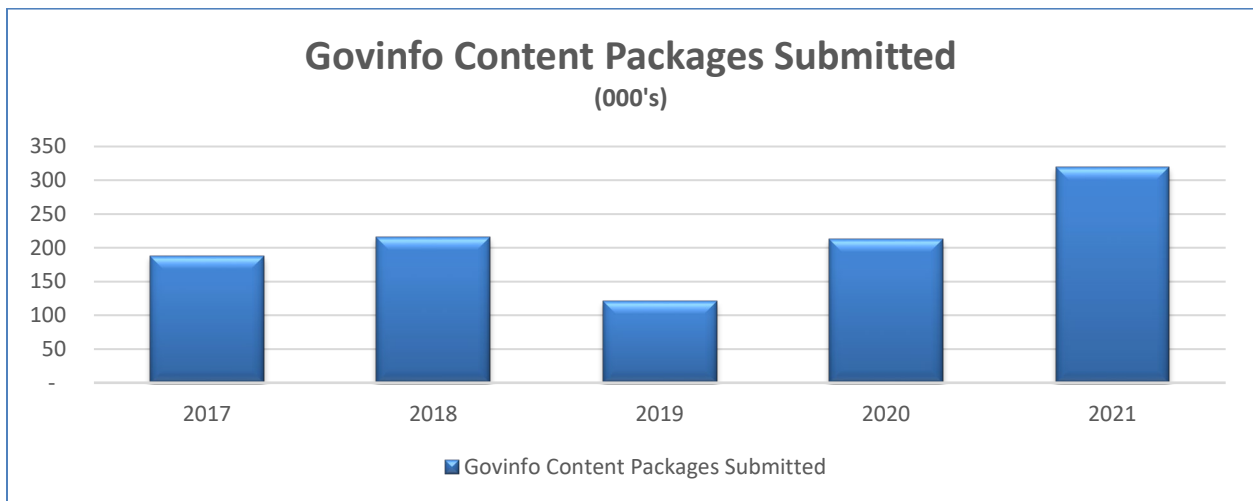
Customer Services contracted with commercial printing vendors to produce and ship orders for GPO customers, on-time and at a high standard of quality, as shown below.

## Section I: Management Discussion and Analysis (Unaudited)

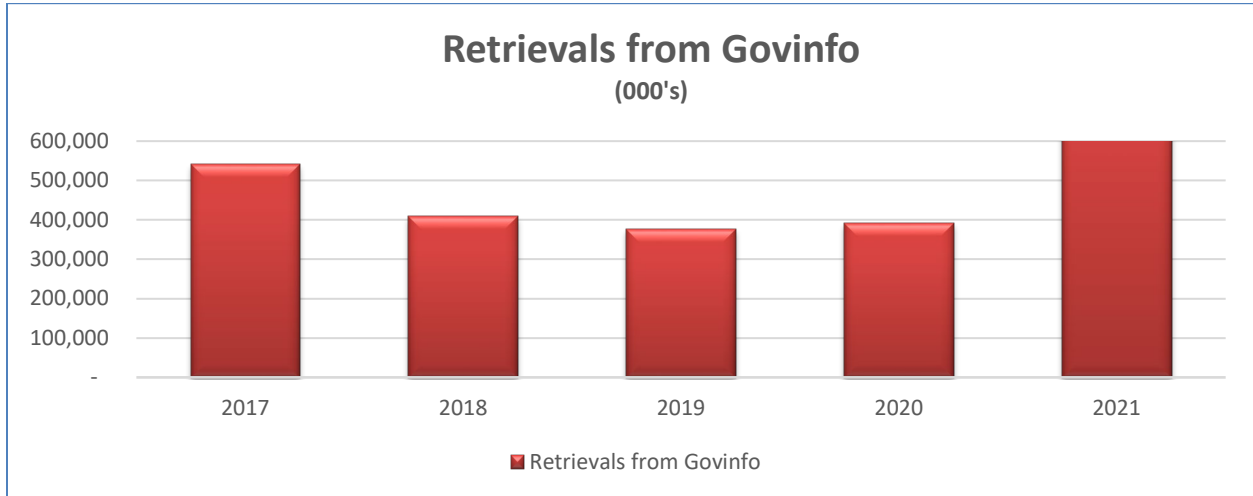


## Govinfo Content Packages Submitted and Retrievals Metrics

GPO's govinfo provides free online access to official publications from all three branches of the Federal Government. Govinfo provides advanced search capabilities and the ability to refine and narrow users' searches for quick access to the information they need. With govinfo, users can download a single file or download content and metadata packaged together in a compressed file.



## Section I: Management Discussion and Analysis (Unaudited)



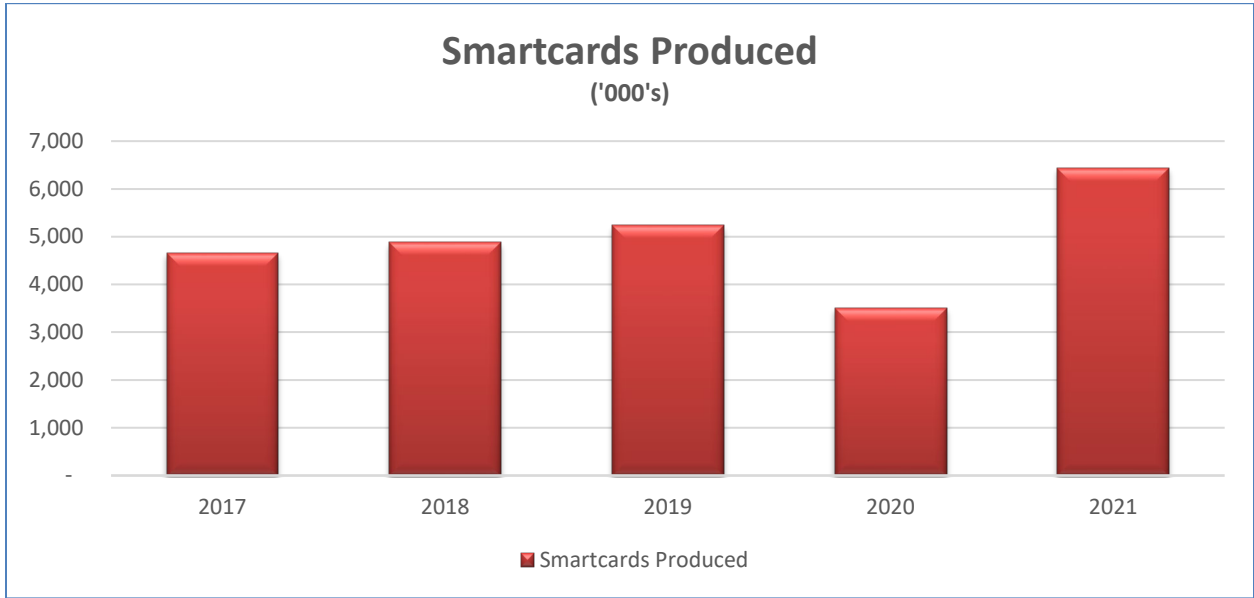
### Passport and Smartcard Metrics

SID is meeting the customer requirements for the production of secure Federal documents including U.S. Passports and smartcards.



**Section I: Management Discussion and Analysis (Unaudited)**

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### Fiscal Year 2022 Financial Projections

On July 1, 1953, the GPO Revolving Fund was established to finance GPO's operations on a self-sustaining basis. The Agency's overall long-term financial objective has been to earn revenues through a system of rates, prices, and surcharges used to bill customers for goods delivered and services performed that are sufficient to recover Agency costs, including depreciation and overhead. In accordance with Section 309 of Title 44 U.S.C., the receipts and disbursements from the continuous cycle of business-type operations are recorded in the GPO Revolving Fund.

GPO's fiscal 2022 operating budget plans for the Agency to achieve at least break-even before the long-term Federal Employees' Compensation Act (FECA) adjustment, and after adjusting for planned capital investments related to passport production. These capital investments for the Department of State are mutually agreed to and allow GPO to invest in state-of-the-art passport manufacturing technology. The GPO operating budget also provides sufficient cash to allow continued capital investment to achieve more efficient operations and better meet customer needs.

The GPO's focus on satisfying customers, producing authentic and secure products vital to customers, and managing through change are essential to maintaining Agency operations on sound footing, both organizationally and financially. Achieving adequate financial results will help ensure that the GPO Business Operations Revolving Fund remains financially self-sustaining, and that GPO can continue *Keeping America Informed*.

## SECTION II

# INSPECTOR GENERAL'S REPORT



**OFFICE of the  
INSPECTOR GENERAL**  
U.S. GOVERNMENT PUBLISHING OFFICE

**Date:**

December 15, 2021

**To:**

Director, U.S. Government Publishing Office

**From:**

Inspector General, U.S. Government Publishing Office

**Subject:**

Independent Auditors' Report on the GPO Fiscal Year 2021 Financial Statements

Attached is the Independent Auditors' Report on the U.S. Government Publishing Office (GPO) fiscal year (FY) 2021 Financial Statements. We contracted with the independent public accounting firm of KPMG LLP (KPMG) to audit the financial statements of GPO for FYs ended on September 30, 2021 and 2020. The contract required that the audit be conducted in accordance with U.S. generally accepted government auditing standards (GAGAS).

KPMG's opinion on GPO's financial statements was unmodified. In connection with the contract, we monitored audit progress and reviewed KPMG's audit report and related documentation. Our review did not disclose any instances where KPMG did not comply, in all material respects, with GAGAS. Our review was not intended to enable us to express, and we do not express, an opinion on the financial statements. KPMG is responsible for the attached auditor's report dated, December 15, 2021 and the conclusions expressed therein.

We appreciate the courtesies extended to KPMG and our staff. If you have any questions or comments about this report, please do not hesitate to contact Lori Lau Dillard, Assistant Inspector General for Audit, at [llaillard@gpo.gov](mailto:llaillard@gpo.gov) or me at [mleary@gpo.gov](mailto:mleary@gpo.gov).

Digitally signed by Michael P.  
Leary  
Date: 2021.12.15 16:04:56 -05'00'

MICHAEL P. LEARY  
Inspector General

Attachment

SECTION III

**INDEPENDENT  
AUDITORS'  
REPORT**



KPMG LLP  
Suite 12000  
1801 K Street, NW  
Washington, DC 20006

## Independent Auditors' Report

Director  
United States Government Publishing Office

Inspector General  
United States Government Publishing Office:

### Report on the Financial Statements

We have audited the accompanying consolidated financial statements of the United States Government Publishing Office (GPO), which comprise the consolidated balance sheets as of September 30, 2021 and 2020, and the related consolidated statements of revenues, expenses, and changes in retained earnings, and cash flows for the years then ended, and the related notes to the consolidated financial statements.

#### *Management's Responsibility for the Financial Statements*

Management is responsible for the preparation and fair presentation of these consolidated financial statements in accordance with U.S. generally accepted accounting principles; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of consolidated financial statements that are free from material misstatement, whether due to fraud or error.

#### *Auditors' Responsibility*

Our responsibility is to express an opinion on these consolidated financial statements based on our audits. We conducted our audits in accordance with auditing standards generally accepted in the United States of America and in accordance with the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the consolidated financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the consolidated financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the consolidated financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the consolidated financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the consolidated financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.



### *Opinion*

In our opinion, the consolidated financial statements referred to above present fairly, in all material respects, the financial position of the United States Government Publishing Office as of September 30, 2021 and 2020, and the results of its operations and its cash flows for the years then ended in accordance with U.S. generally accepted accounting principles.

### *Other Matters*

#### *Other Information*

Our audits were conducted for the purpose of forming an opinion on the basic consolidated financial statements as a whole. The information in the Management Discussion and Analysis section, including references to information on websites or other forms of interactive data, is presented for purposes of additional analysis and is not a required part of the basic consolidated financial statements. Such information has not been subjected to the auditing procedures applied in the audits of the basic consolidated financial statements, and accordingly, we do not express an opinion or provide any assurance on it.

### **Other Reporting Required by Government Auditing Standards**

#### *Internal Control over Financial Reporting*

In planning and performing our audit of the consolidated financial statements as of and for the year ended September 30, 2021, we considered the GPO's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the consolidated financial statements, but not for the purpose of expressing an opinion on the effectiveness of the GPO's internal control. Accordingly, we do not express an opinion on the effectiveness of the GPO's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

#### *Compliance and Other Matters*

As part of obtaining reasonable assurance about whether the GPO's consolidated financial statements as of and for the year ended September 30, 2021 are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, and contracts, noncompliance with which could have a direct and material effect on the consolidated financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.



*Purpose of the Other Reporting Required by Government Auditing Standards*

The purpose of the communication described in the Other Reporting Required by *Government Auditing Standards* section is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the GPO's internal control or compliance. Accordingly, this communication is not suitable for any other purpose.

KPMG LLP

Washington, DC  
December 15, 2021

SECTION IV

**FINANCIAL  
STATEMENTS**



## Section IV: Financial Statements

### U.S. Government Publishing Office Consolidated Balance Sheets As of September 30, 2021 and 2020 (Dollars in Thousands)

	2021	2020
<b>ASSETS</b>		
Current assets		
Fund balance with Treasury (Note 2)	\$ 771,152	\$ 660,275
Accounts receivable, net (Note 3)	160,459	160,217
Inventory, net (Note 4)	83,645	70,222
Prepaid expenses (Note 5)	1,134	1,231
<b>Total current assets</b>	<b>1,016,390</b>	<b>891,945</b>
General property, plant, and equipment, net (Note 6)	181,990	183,504
<b>Total assets</b>	<b>\$ 1,198,380</b>	<b>\$ 1,075,449</b>
<b>LIABILITIES AND NET POSITION</b>		
Current liabilities		
Accounts payable and accrued expenses (Note 7)	\$ 148,392	\$ 122,254
Deferred revenues (Note 8)	181,948	169,946
Accrued annual leave	14,657	13,224
Workers' compensation (Note 9)	3,837	4,016
<b>Total current liabilities</b>	<b>348,834</b>	<b>309,440</b>
Noncurrent liabilities		
Workers' compensation (Note 9)	46,801	56,704
<b>Total liabilities</b>	<b>395,635</b>	<b>366,144</b>
Commitments and contingencies (Notes 10 and 11)		
Net position (Note 12)		
Cumulative results of operations:		
Retained earnings	567,491	479,310
Invested capital	92,879	92,879
Unexpended appropriations	142,375	137,116
<b>Total net position</b>	<b>802,745</b>	<b>709,305</b>
<b>Total liabilities and net position</b>	<b>\$ 1,198,380</b>	<b>\$ 1,075,449</b>

The accompanying notes are an integral part of these financial statements.

Section IV: Financial Statements

**U.S. Government Publishing Office**  
**Consolidated Statements of Revenues, Expenses,**  
**and Changes in Retained Earnings**  
**For the Fiscal Years Ended September 30, 2021 and 2020**  
(Dollars in Thousands)

	2021	2020
<b>OPERATING REVENUES</b>		
Printing and binding	\$ 834,430	\$ 780,341
Appropriations	111,484	114,349
Sales of publications	2,774	3,329
Agency distributions	13,184	17,925
<b>Total operating revenues</b>	<b>961,872</b>	<b>915,944</b>
<b>OPERATING EXPENSES</b>		
Printing and reproduction	365,937	477,534
Personnel compensation and benefits	232,812	236,730
Supplies and materials	166,200	107,205
Other services	65,828	49,685
Depreciation and amortization	26,583	25,428
Rents, communications, and utilities	17,103	16,669
Travel, transportation, and postage	8,279	9,451
Publications sold	1,031	1,268
<b>Subtotal</b>	<b>883,773</b>	<b>923,970</b>
<b>Income (Loss) before other expenses</b>	<b>78,099</b>	<b>(8,026)</b>
<b>OTHER EXPENSES</b>		
Decrease (Increase) in workers' compensation liability	10,082	(6,277)
<b>Net Income (Loss)</b>	<b>\$ 88,181</b>	<b>\$ (14,303)</b>
<b>Retained Earnings, beginning of year</b>	<b>479,310</b>	<b>493,613</b>
<b>Retained Earnings, end of year</b>	<b>\$ 567,491</b>	<b>\$ 479,310</b>

The accompanying notes are an integral part of these financial statements.

## Section IV: Financial Statements

**U.S. Government Publishing Office**  
**Consolidated Statements of Cash Flows**  
**For the Fiscal Years Ended September 30, 2021 and 2020**  
(Dollars in Thousands)

	2021	2020
<b>CASH FLOWS FROM OPERATING ACTIVITIES</b>		
Net Income (Loss)	\$ 88,181	\$ (14,303)
Adjustments to reconcile net income to net cash provided by (used in) operating activities:		
Depreciation and amortization	26,583	25,428
Changes in assets and liabilities:		
(Increase) decrease in assets:		
Accounts receivable	(242)	7,225
Inventory	(13,423)	(10,759)
Prepaid expenses	97	(716)
Increase (decrease) in liabilities:		
Accounts payable, accrued expenses, and other	26,138	(20,300)
Deferred revenues	12,002	9,165
Accrued annual leave	1,433	4,209
Workers' compensation	(10,082)	6,277
<b>Total adjustments</b>	<b>42,506</b>	<b>20,529</b>
<b>Net cash provided by operating activities</b>	<b>130,687</b>	<b>6,226</b>
<b>CASH FLOWS FROM INVESTING ACTIVITIES</b>		
Capital purchases	(25,071)	(24,147)
Proceeds from sale of general property, plant, and equipment	2	1
<b>Net cash used in investing activities</b>	<b>(25,069)</b>	<b>(24,146)</b>
<b>CASH FLOWS FROM FINANCING ACTIVITIES</b>		
Appropriations received	117,000	117,000
Appropriations expended	(111,741)	(114,696)
Increase in unexpended appropriations	5,259	2,304
<b>Net cash provided by financing activities</b>	<b>5,259</b>	<b>2,304</b>
<b>Net increase (decrease) in fund balance with Treasury</b>	<b>110,877</b>	<b>(15,616)</b>
Fund balance with Treasury, beginning of year	660,275	675,891
<b>Fund balance with Treasury, end of year</b>	<b>\$ 771,152</b>	<b>\$ 660,275</b>

The accompanying notes are an integral part of these financial statements.

### U.S. Government Publishing Office Notes to the Financial Statements September 30, 2021 and 2020

#### 1. Summary of Significant Accounting Policies

##### A. Reporting Entity

The U.S. Government Publishing Office (GPO or Agency) is a Legislative Branch agency of the Federal Government. The Agency's mission and authority are derived from various statutes codified in Title 44, *Public Printing and Documents*, of the *United States Code* (U.S.C.). Congress established GPO to provide the Federal Government with an efficient and effective means for the production, procurement, and dissemination of Federal Government information to the Nation in traditional and electronic formats.

The Director, appointed by the President with the advice and consent of the U.S. Senate, serves as the Agency head and oversees GPO's programs and operations. These programs and operations are funded through a business-type revolving fund, authorized by 44 U.S.C. Section 309, and annual and special appropriations provided by Congress. The GPO Business Operations Revolving Fund (Revolving Fund) maintains a system of accounts and records transactions to comply with the requirements of § 309 of Title 44 U.S.C.

The Joint Committee on Printing (JCP) has primary responsibility for congressional oversight of GPO's programs and operations. The JCP is composed of five members of the U.S. House of Representatives and five members of the U.S. Senate. Every two years the JCP chairmanship and vice-chairmanship rotate between the House and the Senate.

##### B. Accounting Environment

###### Basis of Accounting

GPO prepares its financial statements in conformity with U.S. generally accepted accounting principles (GAAP), based on accounting standards issued by the Financial Accounting Standards Board (FASB), the private-sector standards-setting body. Under such standards, the GPO prepares its financial statements using the full accrual basis of accounting under which revenues are recognized (recorded or accrued) when earned and expenses are recognized as incurred, regardless of when cash is exchanged.

The Federal Accounting Standards Advisory Board (FASAB) has been designated by the American Institute of Certified Public Accountants as the standards-setting body for financial statements of Federal Government entities, with respect to the establishment of GAAP. FASAB has indicated that financial statements prepared based upon accounting standards published by the FASB may also be regarded as in conformity with GAAP for those Federal agencies that have issued financial statements based upon FASB accounting standards in the past. Consistent with historical reporting, GPO's financial statements are presented in accordance with accounting standards published by FASB.

## Section IV: Notes to the Financial Statements

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### **Basis of Presentation and Consolidation**

GPO prepares annual financial statements that reflect the overall financial position and results of operations to meet the requirements of GAAP and 31 U.S.C. § 3515(b) as mandated by 44 U.S.C. § 309(e). The accompanying consolidated financial statements include all funds under GPO's control that have been established and maintained to account for the resources of the Agency. All significant intra-agency balances and transactions have been eliminated in the preparation of the consolidated financial statements. GPO's consolidated financial statements do not include the effects of centrally administered assets and liabilities of the Federal Government, as a whole, such as interest on the public debt, which may in part be attributable to GPO. Other Federal agencies make financial decisions and report certain financial matters on behalf of the entire Federal Government, including matters in which individual agencies may be an indirect party. Financial matters maintained or reported by other Federal agencies in which GPO is indirectly involved include employee benefit plans and certain legal settlements.

### **Recently Adopted Accounting Standard**

In May 2014, the FASB issued Accounting Standard Update No. 2014-09, *Revenue from Contracts with Customers* (ASU 2014-09 or Topic 606), as amended, which provides a framework for recognizing revenue to depict the transfer of promised goods or services to customers in an amount that reflects the consideration the entity expects in exchange for the goods or services provided. On October 1, 2020, GPO adopted the new revenue recognition accounting standard, using the modified retrospective approach. The adoption of this standard did not have a material effect on GPO's consolidated financial statements.

### **Funds**

GPO maintains a revolving fund and a general fund to account for its various programs and operations. Each of these funds is a distinct fiscal and accounting entity that accounts for cash and other financial resources together with all related liabilities and equities.

**Business Operations Revolving Fund** – The GPO Business Operations Revolving Fund (Revolving Fund) is an inter-governmental fund established by law on July 1, 1953. This fund is available without fiscal limitation for financing the operation and maintenance of GPO, except for those information dissemination programs of the Agency that are funded by annual appropriations.

The GPO Revolving Fund is a self-sustaining financial entity used primarily to finance and account for GPO's Publication Production Operations, and Publication and Information Sales Program. The two major sources of revenue to the Revolving Fund are reimbursements from the Congressional Publishing Appropriation and other Federal customers for providing printing, binding, and distribution services, including U.S. passport production, and publication and subscription sales to the public.

GPO's Publications Production Operations account for the revenues and expenses associated with services provided by in-plant printing and purchased printing. The costs of these services are recovered through a system of rates used to bill customers. These rates include

## Section IV: Notes to the Financial Statements

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direct costs, depreciation, overhead, and related expenses permitted under 44 U.S.C. § 309.

GPO's Publication and Information Sales Program sells Federal Government information products to the public. The prices of Federal Government publications and subscriptions sold through this program are established in accordance with 44 U.S.C. § 1708.

**General Fund** – The General Fund is financed by two annual congressional appropriations to the Agency. These appropriated funds finance the cost of GPO's support of the Congress, and the Government information dissemination services provided to the public without charge to the recipients.

The Congressional Publishing Appropriation is used to pay the cost of the printing and binding requirements of the Congress, and the printing, binding, and distribution of publications authorized by law to be distributed to others without charge to the recipient.

The Public Information Programs of the Superintendent of Documents Salaries and Expenses (S&E) Appropriation is used by the Library Services and Content Management, a GPO business unit, to fund four information dissemination programs: the Federal Depository Library Program (FDLP); the Cataloging and Indexing Program; the By-Law Distribution Program; and the International Exchange Program. The majority of this annual appropriation is used to finance the FDLP. Expenditures from these appropriations are used to reimburse the Revolving Fund for printing and binding, and other services and supplies furnished by GPO in accordance with Title 44 U.S.C.

### C. Fund Balance with Treasury

Fund Balance with Treasury represents all balances in GPO accounts with the U.S. Department of the Treasury (Treasury). Treasury processes cash receipts and disbursements for GPO.

### D. Accounts Receivable

Accounts receivable consist of intra-governmental amounts due to GPO as well as amounts due from the public. Accounts receivable are shown net of a provision for uncollectible accounts. The allowance for doubtful accounts is based on GPO's recent debt collection experience.

### E. Inventories

Inventories of paper, supplies, and materials are shown net of a provision for obsolescence. Inventories of paper, supplies, and materials include the cost of production material (e.g., computer chips, ink, book cloth) as well as the cost of administrative-use supplies. These inventories are valued at the lower of cost, using the weighted moving average cost method, or net realizable value. The allowance for obsolescence is determined based on historical usage of paper, supplies, and materials.

Inventories of publications held for sale are valued at the lower of cost, using the weighted

## Section IV: Notes to the Financial Statements

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average cost method, or net realizable value. Publication inventories are shown net of a provision for excess inventory that may be disposed of by the Agency in the future. The allowance for surplus publications is based on life cycle studies of product sales that provide a historical basis for determining the percentage of potential excess inventory stock items held in inventory.

### F. Property, Plant, and Equipment

Property, plant, and equipment purchases are generally valued at their acquisition cost. GPO capitalizes the cost of the property as an asset when the cost is \$25,000 or more and the estimated useful life is two years or more. The costs of major alterations and renovations to the GPO facility are capitalized and depreciated while the costs of maintenance and repairs are expensed when incurred. The depreciation of property, plant, and equipment is calculated on a straight-line basis over the estimated useful life of the asset. The depreciation of an asset commences the month after the asset is first placed in service.

The following table reflects the standard estimated useful life of each major depreciable asset category. Exceptions to these standard estimated asset lives are authorized when justified.

<b>Asset Category</b>	<b>Estimated Useful Life (Years)</b>
Building Improvements	20
Building Appurtenances	20
Other Structures and Facilities	20
Furniture and Fixtures	20
Leasehold Improvements	10
Plant Machinery and Equipment	10
Office Machinery and Equipment	5
Motor Vehicles	5
Computer Software	3

Land has an indefinite life and is not subject to depreciation. Construction in progress and capitalized software in process are also not depreciated until completed and put into use. Leasehold improvements are generally depreciated over 10 years or the remaining duration of the lease for real property, whichever is shorter.

### G. Deferred Revenues

Deferred revenues (contract liabilities) are funds received in advance from customers for the future delivery of goods and services. GPO records these advances as revenue when the performance obligations are met through the delivery of goods or performance of services.

## Section IV: Notes to the Financial Statements

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### H. Accrued Annual Leave

Annual leave is accrued as a liability when earned. The liability is reduced when leave is used. The annual leave liability is calculated using the current hourly salary or wage of employees multiplied by their total hours of unused annual leave. Employees will receive a lump-sum payment for unused annual leave when they separate from Federal service or enter active military service.

Sick leave and other types of non-vested leave are expensed when used. Employees are not entitled to a lump-sum payment for unused sick leave.

### I. Workers' Compensation Liability

The Federal Employees' Compensation Act (FECA) provides income and medical cost protection to covered Federal civilian employees injured on the job, employees who have incurred a work-related occupational disease, and beneficiaries of employees whose death is attributable to a job-related injury or occupational disease. Claims incurred for benefits for GPO employees under FECA are administered by the Department of Labor (DOL) and are ultimately paid by GPO.

The FECA liability consists of two components. The first component, the accrued FECA liability, is based on actual claims paid by DOL but not reimbursed by GPO. GPO reimburses DOL for the amount of actual claims. As a result, GPO recognizes a current liability for actual claims paid by DOL which have not yet been reimbursed. This liability is included in accounts payable and accrued expenses.

The second component, the actuarial FECA liability, is the estimated liability for future benefit payments. These future estimates were generated from an application of actuarial procedures developed to estimate the liability for future FECA benefits. The actuarial liability for future workers' compensation benefits includes the expected liability for death, disability, medical, and miscellaneous costs for approved compensation cases plus a component for incurred but not reported claims. The liability is determined using a method that utilizes historical benefit payment patterns related to a specific incurred period to predict the ultimate payments related to that period. These annual benefit payments have been discounted to present value using a composite rate from the Department of Treasury. The current and non-current components of the actuarial FECA liability are presented separately in the balance sheet for fiscal 2021 and fiscal 2020.

### J. Commitments and Contingencies

FASB Accounting Standards Codification, Asset Retirement Obligations (ASC 410-20), requires a reporting entity to recognize a liability for the fair value of a conditional asset retirement obligation if the fair value of the liability can reasonably be estimated.

Accordingly, GPO has estimated and recorded the asset retirement obligation in accounts payable. Liabilities from loss contingencies, including environmental remediation costs not within the scope of ASC 410-20, arising from claims, assessments, litigation, fines and penalties, and other sources, are recorded in accounts payable when it is probable that a



## Section IV: Notes to the Financial Statements

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liability has been incurred and the amount of the assessment and/or remediation can be reasonably estimated. Loss contingencies that do not meet these criteria are not accrued.

### K. Revenue Recognition

GPO recognizes revenue when it satisfies performance obligations under the terms of its contracts both over time and at a point in time, as further discussed below. Revenue is recognized in an amount that reflects the consideration GPO expects to receive from its customers in exchange for publishing and printing and binding services and has an enforceable right to payment. Contracts with customers generally state the terms of the sale, including the quantity and price. The revenue recognition process involves identifying the customer contract, determining the performance obligations in the contract, determining the contract price, allocating the contract price to the distinct performance obligations in the contract, and recognizing revenue when the performance obligations have been satisfied.

GPO has several distinct business lines that offer a variety of services to customers, including the following:

**Printing and Binding** – GPO must be reimbursed for the cost of printing and binding services furnished to customers at rates set by the Director in accordance with 44 U.S.C. § 309. Revenues from in-house printing and binding work are recognized on a value-added basis, as work is performed and direct supplies and materials are used, while revenues from commercially procured printing and binding are recognized on the date the contract requirements are fulfilled, which is generally the date of shipment by the commercial printer to the customer agency. Revenues related to the manufacture of passports by GPO for the Department of the State are recognized at annually negotiated rates per passport at the time that the printing and binding process is completed and the passports are delivered to the on-site designated vault.

**Appropriations** – Appropriation revenues, primarily related to in-house Congressional printing and binding, are recorded on a value-added basis, as work is performed and direct supplies and materials are used or when a liability is incurred for purposes permitted by the appropriations act and program legislation. Unexpended appropriations are recorded as a component of net position. Unexpended appropriation balances are generally canceled after 5 years, unless authorized for transfer by appropriations committees.

**Sales of Publications** – Revenues from the sale of publications and subscriptions to customers are recognized when shipped by the Publication and Information Sales Program.

**Agency Distributions** – Revenues from the storage, packaging, and distribution of publications for other Federal agencies are recorded when services have been performed.

Shipping and handling costs associated with outbound freight of completed products to customers are accounted for as a fulfillment cost and are included in transportation cost as incurred.

## Section IV: Notes to the Financial Statements

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### L. Expense Recognition

**Printing and Reproduction** – This expense includes the cost of printing, duplicating, and reproduction orders that are procured by GPO from the private sector to satisfy the needs of the Federal Government. The expense is generally recorded on the date of shipment by the contractor and is shown net of vendor prompt payment discounts earned by the Agency.

**Personnel Compensation and Benefits** – Personnel compensation consists of the wages and salaries, including overtime premium and night differential, paid to GPO employees on a biweekly cycle. Personnel benefits include the Agency's share of contributions towards Federal Employees Health Benefits, Federal Employees' Group Life Insurance, and two Federal Government civilian employee retirement programs. The two retirement programs are the Civil Service Retirement System (CSRS) and the Federal Employees Retirement System (FERS), which includes the related Thrift Savings Plan (TSP). Personnel benefits also include the current cost of workers' compensation expense, transit benefits provided by GPO to employees, and the cost of incentive and performance awards to employees. Personnel compensation and benefits are recorded as expenses when earned by employees.

**Supplies and Materials** – Computer chips required for passport production are the most significant cost component within the category of supplies and materials. Passport supplies and materials are recorded as an expense when the printing and binding process is completed. The second most significant component is paper and paper products that are commercially procured to satisfy GPO's in-plant printing requirements and customer orders for blank paper. The expense is recorded when paper is drawn from inventory to fulfill an order or delivered to the customer, in the case of direct mill-to-customer shipments. This expense category also includes all other supplies and materials that are not capitalized as property, such as personal computers, furniture, and office supplies. The allowance for obsolete inventory is based on historical usage of supplies and materials.

**Other Services** – This expense category includes the costs of professional services by contractors and also the expenses related to a provision for uncollectible accounts receivable. The expenses for professional services are recognized when the contracted services have been performed. The expenses for uncollectible accounts receivable are recognized when receivables are deemed as potentially uncollectible, based on GPO's collection experience.

**Depreciation and Amortization** – GPO uses the straight-line method of depreciation and amortization to allocate a portion of the acquisition cost of property, plant, and equipment to each accounting period. The acquisition cost of each capitalized asset is depreciated, or amortized, over the asset's estimated useful life, which is generally measured in years. The monthly depreciation, or amortization, of a capitalized asset commences at the beginning of the first full-month after the date that the capitalized asset was placed in service.

**Rents, Communications, and Utilities** – Rent and lease costs are incurred for the use of building space, equipment, and motor vehicles. GPO leases office and warehouse space from the General Services Administration and commercial lessors. GPO also rents automobiles

## Section IV: Notes to the Financial Statements

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and other motor vehicles. Communications costs include data, voice, video, and wireless services. Utilities include electricity, gas, steam, and water. Expenses are recorded as services are provided and energy resources are used.

**Travel, Transportation, and Postage** – This category includes travel and transportation costs of persons or things, including employee relocation costs, and postage expenses. Travel costs are incurred by persons on official business for audits, attendance at conferences, inspections, investigations, training, or other authorized business of the Agency. Transportation includes shipping costs for printing and reproduction products from GPO or contractors to customer agencies, depository libraries, or other GPO locations. Incurred travel expenses are accrued when they are estimable, while transportation costs are generally recorded on the date of shipment. Postage and commercial mail services are recorded as expenses when the delivery services are provided by the U.S. Postal Service and commercial carriers.

**Publications Sold** – Publications sold expense represents the cost of publications sold to customers and the cost of subscriptions issued to subscribers. Expenses are recorded at the time of publication sale or subscription issuance. Additionally, this expense includes any change in the estimated cost of the publications held in inventory for sale to the public that are potentially obsolete, damaged, or surplus. The allowance for surplus publications is based on life cycle studies of product sales that provide a historical basis for the determination of potential excess inventory on hand.

### M. Consolidated Statements of Cash Flows

The consolidated statements of cash flows report the cash provided by and used in operating, investing, and financing activity categories. This statement identifies cash flows from GPO operations and is used to identify financing acquired from outside sources, and to identify the major non-operating (investing) uses of funds.

### N. Use of Estimates

The preparation of the consolidated financial statements in accordance with GAAP requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities as well as the disclosure of contingent liabilities at the date of the consolidated financial statements, and the amount of revenues and expenses reported during the reporting period. Actual results could differ from these estimates.

The estimates that impact assets, liabilities, revenues, and expenses reflected in the accompanying consolidated financial statements include: the allowance for inventory obsolescence for supplies, materials, and publications held for sale; the allowance for doubtful accounts related to accounts receivable; the estimated useful lives of capitalized assets; the actuarial estimated liability for future workers' compensation benefits; and the estimate for contingent liabilities.

## Section IV: Notes to the Financial Statements

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### O. Fair Value Measurement

GPO applies FASB Accounting Standards Codification, Fair Value Measurements and Disclosures (ASC 820-10) for fair value measurements of financial assets and financial liabilities that are recognized or disclosed at fair value in the financial statements on a recurring basis. ASC 820-10 defines “fair value” as the price that would be received to sell an asset, or paid to transfer a liability, in an orderly transaction between market participants at the measurement date. This standard establishes a fair value hierarchy that prioritizes the inputs to valuation techniques used to measure fair value. The hierarchy gives the highest priority to unadjusted price quote in active markets for identical assets or liabilities (Level 1 measurements) and the lowest priority to measurements involving significant unobservable inputs (Level 3 measurements). GPO’s financial instruments consist of cash, accounts receivable, accounts payable, and accrued liabilities as of September 30, 2020, and September 30, 2019. The carrying amounts of these financial instruments approximate fair value because of the short-term nature of these instruments. GPO holds no financial instruments that are measured at fair value on a recurring basis.

### P. Tax Status

As a Legislative Branch agency within the Federal Government, GPO is not subject to Federal, state, or local income taxes. Accordingly, no provisions for income taxes are recorded by the Agency.

## Section IV: Notes to the Financial Statements

### 2. Fund Balance with Treasury

A table of items included in GPO's fund balance with Treasury, including funds on-hand or in-transit to the Treasury, as of September 30, 2021, and September 30, 2020, follows:

	(Dollars in thousands)	
	2021	2020
<b>Fund Balances:</b>		
<b>Revolving fund:</b>		
Unrestricted	\$ 410,391	\$ 326,419
<b>Restricted:</b>		
Customer deposit accounts	173,411	165,916
Other	42,558	28,888
<b>Total revolving fund</b>	<b>626,360</b>	<b>521,223</b>
<b>General funds:</b>		
Congressional publishing	61,061	47,755
Salaries and expenses	16,261	15,557
Supplemental and other	67,470	75,740
<b>Total general funds</b>	<b>144,792</b>	<b>139,052</b>
<b>Total</b>	<b>\$ 771,152</b>	<b>\$ 660,275</b>

Unrestricted funds are available to meet the financial obligations of the Revolving Fund. Restricted funds are composed of customer deposit accounts, other deferred revenues, and restrictions for accrued wages and salaries, payroll taxes and other withholdings, and earned annual leave not used by employees. The restricted other amount represents funds for future planned capital investments to support the production of U.S. passports. These funds can only be used for the purpose specified.

The uses of general funds for CP and S&E appropriations are restricted by appropriation language. Supplemental and other general funds include unexpended appropriations made to GPO and are for specific purposes as discussed in Net Position, Unexpended Appropriations (Note 12. B.).

The total fund balance with Treasury increased \$110.9 million (16.8 percent) primarily due to income from agency operations of \$771.2 million in fiscal 2021 from \$660.3 million in fiscal 2020. Total general funds available increased \$5.7 million. These funds are allocated to future approved projects.

## Section IV: Notes to the Financial Statements

### 3. Accounts Receivable, Net

Accounts receivable, net of an allowance for doubtful accounts, as of September 30, 2021, and September 30, 2020, consisted of the following:

	(Dollars in thousands)	
	2021	2020
<b>Federal agencies:</b>		
Unbilled accounts receivable	\$ 134,827	\$ 135,013
Billed completed work	25,575	25,108
<b>Subtotal</b>	<b>160,402</b>	<b>160,121</b>
<b>Other receivables:</b>		
The public	152	275
GPO employees	416	445
<b>Subtotal</b>	<b>568</b>	<b>720</b>
<b>Total accounts receivable</b>	<b>160,970</b>	<b>160,841</b>
Less: Allowance for doubtful accounts	(511)	(624)
<b>Total accounts receivable, net</b>	<b>\$ 160,459</b>	<b>\$ 160,217</b>

The majority of accounts receivable are due from other Federal agencies for goods and services provided by GPO. By law, these customers are required to reimburse the Revolving Fund for the cost of products provided by GPO.

Unbilled accounts receivable results from the delivery of the goods and performance of services for which bills have not been presented to the customer for payment. Unbilled accounts receivable includes the value of work in process and completed work for customer orders as of September 30, 2021, and September 30, 2020.

The majority of employee accounts receivable is owed by current and former employees who were advanced leave. Employees generally repay their leave indebtedness through biweekly installments from their earned leave or from leave donations from other employees under the GPO Leave Donation Program.

Net accounts receivable increased by \$242,000 (0.2 percent) in fiscal 2021 from fiscal 2020.

### 4. Inventory, Net

Inventory, net of an allowance for surplus and obsolete stock increased by \$13.4 million (19.1 percent) as of September 30, 2021 from the prior year. Inventory, net is detailed as follows:

## Section IV: Notes to the Financial Statements

	(Dollars in thousands)	
	2021	2020
Supplies and materials	\$ 64,293	\$ 54,491
Publications for sale	3,006	3,645
Paper	12,166	10,297
Work in process	7,120	5,144
<b>Total inventory</b>	<b>86,585</b>	<b>73,577</b>
Less: Allowance for surplus and obsolete inventory	(2,940)	(3,355)
<b>Inventory, net</b>	<b>\$ 83,645</b>	<b>\$ 70,222</b>

### 5. Prepaid Expenses

Prepaid expenses or advances to others were \$1.1 million as of September 30, 2021, and \$1.2 million as of September 30, 2020. The current and prior year balances were primarily comprised of employee transportation benefits and information technology. Most of fiscal 2020 prepaid expenses were expensed in fiscal 2021.

### 6. General Property, Plant, and Equipment, Net

General property, plant, and equipment, net as of September 30, 2021, and September 30, 2020, consisted of the following:

	(Dollars in thousands)	
	2021	2020
Land	\$ 9,971	\$ 9,971
Buildings and improvements	121,407	112,091
Plant machinery and equipment	203,978	202,309
Computers and computer software	158,724	150,001
Furniture and fixtures	5,056	4,856
Motor vehicles	720	749
Leasehold improvements	14,919	14,927
Capitalized software in process	33,963	24,780
Capital improvements in process	4,746	12,585
<b>Total</b>	<b>553,484</b>	<b>532,269</b>
Less: Accumulated depreciation and amortization	(371,494)	(348,765)
<b>General property, plant, and equipment, net</b>	<b>\$ 181,990</b>	<b>\$ 183,504</b>

Depreciation expense was \$26.6 million in fiscal 2021 and \$25.4 million in fiscal 2020.

## Section IV: Notes to the Financial Statements

### 7. Accounts Payable and Accrued Expenses

Accounts payable and accrued expenses as of September 30, 2021, and September 30, 2020, were composed of the following:

	(Dollars in thousands)	
	2021	2020
<b>Accounts payable:</b>		
Commercial printing	\$ 96,094	\$ 81,777
U.S. Government agencies	6,373	6,504
Other	26,561	22,341
<b>Total accounts payable</b>	<b>129,028</b>	<b>110,622</b>
Accrued salaries and payroll taxes	19,364	11,632
<b>Total accounts payable and accrued expenses</b>	<b>\$ 148,392</b>	<b>\$ 122,254</b>

As of September 30, 2021, amounts recorded in the Other category include \$7.1 million payable to vendors for E-passport microchip integrated circuits and smart cards, \$11.3 million for other passport and smart card related expenses, \$1.7 million accrued for fixed assets, and \$6.4 million for other operating expenses. As of September 30, 2020, amounts recorded in the Other category include \$2.4 million payable to vendors for E-passport microchip integrated circuits and smart cards, \$3.8 million for other passport and smart card related expenses, \$2.7 million for expenses related to information technology services, \$1.2 million accrued for fixed assets, and \$5.9 million for other operating expenses.

### 8. Deferred Revenues

As of September 30, 2021, and September 30, 2020, deferred revenues from customers consisted of the following:

	(Dollars in thousands)	
	2021	2020
Deposit accounts	\$ 173,411	\$ 165,916
Advance billings	7,928	3,112
Subscriptions	447	642
Unfilled orders	162	276
<b>Total</b>	<b>\$ 181,948</b>	<b>\$ 169,946</b>

GPO held \$173.4 million and \$165.9 million in customer deposit accounts as of September 30, 2021, and September 30, 2020, respectively. Of these amounts, Federal Government customers had advanced funds of \$169.0 million and \$152.6 million for printing and binding deposit



## Section IV: Notes to the Financial Statements

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accounts, and customers advanced \$4.4 million and \$3.9 million for publication and information sales program deposit accounts as of September 30, 2021, and September 30, 2020, respectively. The funds in these deposit accounts will be applied to future orders placed by customers or refunded on request.

GPO defers the recognition of revenues for subscription services that will be provided to customers in the future. Customers pay for ink-on-paper subscriptions to the *Congressional Record*, the *Federal Register*, and other publications in advance of delivery. The revenues from subscriptions are recognized as the periodicals are published and distributed to subscribers. The unfilled subscription balances are refunded when the subscription is no longer available for sale, or the customer cancels the subscription.

GPO defers the recognition of revenues for unfilled customer orders of publications and other information products until the orders are shipped.

Advance billings are occasionally requested by customer agencies or used to finance high-dollar orders until work is completed. GPO defers the recognition of revenues for advance billings to customers. This amount increased to \$7.9 million in fiscal 2021 from \$3.1 million in fiscal 2020.

### 9. Workers' Compensation Liability

Claims incurred and paid by DOL as of September 30, 2021, and September 30, 2020, but not reimbursed to DOL by GPO, are approximately \$5.0 million and \$5.3 million, respectively. This liability is included in accounts payable and accrued expenses.

As of September 30, 2021, GPO estimated discounted current actuarially derived future workers' compensation liability of approximately \$3.8 million and estimated discounted non-current actuarially derived future workers' liability of approximately \$46.8 million. As of September 30, 2020, GPO estimated discounted current actuarially derived future workers' compensation liability of approximately \$4 million and estimated discounted non-current actuarially derived future workers' liability of approximately \$56.7 million. These annual benefit payments have been discounted to present value using a composite rate from the Department of Treasury. The discount rates as of September 30, 2021, and September 30, 2020, were 1.88 percent and 0.93 percent, respectively. GPO's total estimated, undiscounted actuarially derived future workers' compensation liability was approximately \$50.6 million and \$60.7 million as of September 30, 2021, and September 30, 2020, respectively.

### 10. Commitments

#### 10. A. Operating Leases

As of September 30, 2021, GPO was committed to various non-cancelable operating leases, primarily covering warehouse and office space. Some of these leases contain escalation clauses and renewal options. Annual lease and rental expenses for real and personal property were \$5.1 million in fiscal 2021 and \$5.4 million in fiscal 2020. A schedule of future minimum rental payments required under operating leases by type, that have initial or remaining non-cancelable

## Section IV: Notes to the Financial Statements

lease terms in excess of one year, follows:

### Future Minimum Rental Payments Required Under Operating Leases

Fiscal Year	(Dollars in thousands)		
	Warehouse	Office	Total
2022	\$ 766	\$ 433	\$ 1,199
2023	88	327	415
2024	0	10	10
2025	0	0	0
2026 & Thereafter	0	0	0
<b>Total Minimum Lease Payments</b>	<b>\$ 854</b>	<b>\$ 770</b>	<b>\$ 1,624</b>

#### 10. B. Obligations

GPO had unliquidated obligations of \$312.8 million at September 30, 2021, and \$409.7 million at September 30, 2020, of which \$142.4 million and \$137.1 million, respectively, were for unexpended appropriations (see Note 12. B.), \$19.4 million and \$11.6 million, respectively, for salaries and \$151 million and \$261 million, respectively, were undelivered orders related to commercial printing. The latter obligations include purchase orders and contractual obligations by GPO to acquire goods and services from the private sector and other sources. These orders are scheduled for delivery or performance in the future.

#### 11. Contingencies

##### 11. A. Administrative Proceedings, Legal Actions, and Claims

GPO is a party in various administrative proceedings, legal actions, and claims brought against the Federal Government by employees, contractors, and other parties. The uncertainty involving the outcome of these pending matters will be resolved when future events occur or fail to occur. In some cases, legal matters relate to contractual arrangements GPO has entered into for goods and services procured on behalf of other Federal entities. The costs of administering, litigating, and resolving these actions are borne by the Revolving Fund unless the costs are recovered from another Federal entity. As of September 30, 2021, GPO had \$1.2 million recorded in estimated probable liabilities. As of September 30, 2020, GPO had zero recorded liabilities in which management believes an adverse result against GPO was probable. Estimated probable liabilities are included in accounts payable and accrued expenses in the financial statements.

Contingencies where the risk of loss is reasonably possible are approximately \$5.6 million and \$5.9 million, as of September 30, 2021, and September 30, 2020, respectively.

## Section IV: Notes to the Financial Statements

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The Department of Justice (DOJ) represents the GPO in all litigation in Federal court. In these cases, amounts paid under any judgment, compromise settlement, or award are funded from the Judgment Fund administered by the Department of the Treasury (31 U.S.C. § 1304). As a Legislative branch agency, GPO is not required to reimburse the fund for amounts paid on its behalf. The Judgment Fund paid about \$2,000 in fiscal 2021 and \$107,000 in fiscal 2020 on behalf of GPO.

Management believes that the ultimate disposition of these matters will not have a material, adverse effect on GPO's consolidated financial position, results of operations, and cash flows.

### 11. B. Environmental Liabilities

GPO's Central Office in Washington, DC, is located in an industrial facility consisting of four buildings that contain asbestos building materials. When they were constructed, asbestos was a common building material used as flame retardant, thermal system insulation, and in a variety of building materials (e.g., wall, floor, and ceiling tiles). GPO asbestos abatement efforts have been successful in the removal, enclosure, and encapsulation of friable asbestos to comply with applicable laws and regulations when unexposed asbestos is detected during building renovation projects.

The estimated costs to remove or remediate the visible and non-visible presumed asbestos containing material, both friable and non-friable, within the GPO facility, were \$1.4 million as of September 30, 2021, and \$953,000 as of September 30, 2020. The increased liability is the result of recently conducted investigative asbestos mappings and surveys. These amounts are included in accounts payable and accrued expenses on the financial statements.

## 12. Net Position

### 12. A. Cumulative Results of Operations

***Retained Earnings*** — Retained earnings include the net operating results of the Revolving Fund, since inception, less certain required transfers to other Federal agencies.

***Invested Capital*** — Invested capital represents the resources of the Federal Government that were directly appropriated to the Agency by Congress for investment in GPO assets (land, buildings, equipment, and capital).

## Section IV: Notes to the Financial Statements

### 12. B. Unexpended Appropriations

The following table presents unexpended appropriation balances from September 30, 2019, through September 30, 2021, for appropriations made available to GPO:

#### Unexpended Appropriations

Appropriations (Dollars in thousands)	Revolving Fund	Salaries and Expenses	Congressional Publishing	Total
Unexpended balance at September 30, 2019	\$ 71,945	18,823	44,044	\$ 134,812
2020 fiscal year appropriation activity:				
Received	6,704	31,296	79,000	117,000
Transferred	10,354	(4,410)	(5,944)	0
Expended	(13,260)	(32,092)	(69,344)	(114,696)
Unexpended balance at September 30, 2020	75,743	13,617	47,756	\$ 137,116
2021 fiscal year appropriation activity:				
Received	6,700	32,300	78,000	117,000
Transferred	941	0	(941)	0
Expended	(15,911)	(32,077)	(63,753)	(111,741)
Unexpended balance at September 30, 2021	\$ 67,473	\$ 13,840	\$ 61,062	\$ 142,375

As of September 30, 2021, GPO had obligated all of the \$61.1 million of the unexpended appropriations available for Congressional Publishing, and all of the \$13.8 million of the unexpended appropriations available for Salaries and Expenses. The obligations are based on the estimated cost of open orders as of September 30, 2021. At September 30, 2020, the obligations were \$47.8 million in Congressional Publishing Appropriations and \$13.6 million in Salaries and Expenses Appropriations.

The Revolving Fund unexpended appropriations balances at September 30, 2021, and September 30, 2020, were \$67.5 million and \$75.7 million, respectively. The Revolving Fund unexpended appropriations balances are primarily the result of the following appropriation activities:

- In fiscal 2010, Congress appropriated \$12.8 million to the Revolving Fund for information technology development and facilities repair. As of September 30, 2021, GPO had expended the entire appropriation. As of September 30, 2020, the unexpended balance was \$198,000.
- In fiscal 2014, GPO transferred approximately \$9.5 million from the Congressional Publishing Appropriations remaining from fiscal years 2009 through 2011 to the Revolving Fund, and \$5.7 million from the Salaries and Expenses Appropriations from fiscal years 2009 and 2010 to the Revolving Fund. These amounts were available to the Revolving Fund to offset Congressional Publishing and Salaries and Expenses

## Section IV: Notes to the Financial Statements

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requirements for new budget authority, and to liquidate obligations incurred in subsequent years. As of September 30, 2021, GPO had expended the entire appropriation. As of September 30, 2020, the unexpended balance was \$5.7 million.

- In fiscal 2014, Congress appropriated \$8.1 million to the Revolving Fund for information technology development. As of September 30, 2021, GPO expended cumulatively about \$8 million from the appropriation leaving a balance of \$74,000 available. At the end of fiscal 2020, a balance of \$74,000 was available.
- In fiscal 2015, GPO transferred approximately \$1.2 million from the Congressional Publishing Appropriations remaining from fiscal year 2010 to the Revolving Fund, and \$6.1 million from the Salaries and Expenses Appropriations from fiscal year 2010 to the Revolving Fund. As of September 30, 2021, GPO expended cumulatively about \$3.2 million from the appropriation leaving a balance of \$4.1 million available. As of September 30, 2020, the unexpended balance was \$7.3 million.
- In fiscal 2015, Congress appropriated \$8.8 million to the Revolving Fund for information technology development and facilities upgrades. As of September 30, 2021, GPO expended cumulatively about \$7.5 million from the appropriation leaving a balance of \$1.3 million available. As of September 30, 2020, the unexpended balance was \$1.3 million.
- In fiscal 2016, GPO transferred approximately \$2.0 million from the Congressional Appropriation remaining from fiscal year 2011 to the Revolving Fund, and \$760,000 from the Salaries and Expenses Appropriation remaining from fiscal year 2011. These amounts are available to Congressional Publishing and Salaries and Expenses, respectively to offset requirements for new budget authority, and to liquidate obligations incurred in subsequent years. As of September 30, 2021, GPO expended cumulatively about \$1.6 million from the appropriation leaving a balance of \$1.2 million available. As of September 30, 2020, the unexpended balance was \$2.8 million.
- In fiscal 2017, Congress appropriated \$7.8 million to the Revolving Fund for information technology development and facilities upgrades. As of September 30, 2021, GPO expended cumulatively about \$6.7 million from the appropriation leaving a balance of \$1.1 million available. As of September 2020, the unexpended balance was \$1.7 million.
- In fiscal 2017, GPO transferred approximately \$13.3 million from the Congressional Publishing Appropriation remaining from fiscal 2012 to the Revolving Fund, and \$3.4 million from the Salaries and Expenses Appropriation remaining from fiscal 2012. These amounts are available to Congressional Publishing and Salaries and Expenses, respectively to offset requirements for new budget authority, and to liquidate obligations incurred in subsequent years. These amounts were unexpended as of September 30, 2021.

## Section IV: Notes to the Financial Statements

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- In fiscal 2018, Congress appropriated \$8.5 million to the Revolving Fund for information technology development and facilities upgrades. As of September 30, 2021, GPO expended cumulatively about \$5.5 million from the appropriation leaving a balance of \$3 million available. As of September 2020, the unexpended balance was \$3 million.
- In fiscal 2018, GPO transferred approximately \$5.8 million from the Congressional Publishing Appropriation remaining from fiscal 2013 to the Revolving Fund. These amounts are available to Congressional Publishing to offset requirements for new budget authority, and to liquidate obligations incurred in subsequent years. These amounts were unexpended as of September 30, 2021.
- In fiscal 2019, Congress appropriated \$6 million to the Revolving Fund for information technology development. As of September 30, 2021, GPO expended cumulatively about \$5 million from the appropriation leaving a balance of \$1 million available. As of September 2020, the unexpended balance was \$2.5 million.
- In fiscal 2019, GPO transferred approximately \$9 million from the Congressional Publishing Appropriation remaining from fiscal 2013 to the Revolving Fund, and \$4.1 million from the Salaries and Expenses Appropriation remaining from fiscal 2013. These amounts are available to Congressional Publishing and Salaries and Expenses, respectively to offset requirements for new budget authority, and to liquidate obligations incurred in subsequent years. As of September 30, 2021, GPO expended cumulatively about \$1.6 million from the appropriation leaving a balance of \$11.5 million available. As of September 2020, the unexpended balance was \$11.6 million.
- In fiscal 2020, Congress appropriated \$6.7 million to the Revolving Fund for information technology development. As of September 30, 2021, GPO expended cumulatively about \$2.5 million from the appropriation leaving a balance of \$4.2 million available. As of September 2020, the unexpended balance was \$6.7 million.
- In fiscal 2020, GPO transferred approximately \$5.9 million from the Congressional Publishing Appropriation remaining from fiscal 2014 to the Revolving Fund, and \$4.4 million from the Salaries and Expenses Appropriation remaining from fiscal 2014. These amounts are available to Congressional Publishing and Salaries and Expenses, respectively to offset requirements for new budget authority, and to liquidate obligations incurred in subsequent years. As of September 30, 2021, GPO expended cumulatively about \$570,000 from the appropriation leaving a balance of \$9.7 million available. As of September 2020, the unexpended balance was \$10.3 million.
- In fiscal 2021, Congress appropriated \$6.7 million to the Revolving Fund for information technology development. This amount was unexpended as of September 30, 2021.
- In fiscal 2021, GPO transferred approximately \$941,000 from the Congressional Publishing Appropriation remaining from fiscal 2016 to the Revolving Fund. This amount is available to Congressional Publishing Expenses to offset requirements for new

## Section IV: Notes to the Financial Statements

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budget authority, and to liquidate obligations incurred in subsequent years. As of September 30, 2021, this amount was unexpended.

### 13. Appropriated Funds

#### 13. A. Total Appropriations Made Available

The total appropriations made available to GPO for fiscal 2021 and 2020 were as follows:

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	(Dollars in thousands)	
	2021	2020
Congressional publishing	\$ 78,000	\$ 79,000
Salaries and expenses	32,300	31,296
Revolving fund	6,700	6,704
<b>Total available appropriations</b>	<b>\$ 117,000</b>	<b>\$ 117,000</b>

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## Section IV: Notes to the Financial Statements

### 13. B. Expended Appropriations

The total appropriations expended by GPO during fiscal 2021 and 2020 were as follows:

#### Expended Appropriations

	(Dollars in thousands)	
	2021	2020
<b>Congressional publishing:</b>		
Congressional record publications	\$ 21,928	\$ 18,822
Miscellaneous publishing and services	15,776	17,018
Hearings	9,007	9,657
Details to Congress	4,899	5,441
Bills, resolutions, and amendments	3,917	5,487
Business and committee calendars	3,270	4,571
Miscellaneous publications	2,388	3,558
Committee reports	1,066	1,710
Committee prints	619	691
Documents	567	1,968
Document envelopes & franks	316	421
<b>Total Congressional publishing</b>	<b>63,753</b>	<b>69,344</b>
<b>Salaries and expenses:</b>		
Depository library distribution	22,660	21,663
Cataloging and indexing	8,759	9,335
International exchange	456	834
By-law distribution	202	260
<b>Total salaries and expenses</b>	<b>32,077</b>	<b>32,092</b>
<b>Revolving Fund:</b>		
Infrastructure and systems improvements	15,911	13,260
<b>Total revolving fund</b>	<b>15,911</b>	<b>13,260</b>
Total expended appropriations	111,741	114,696
Reconciliation of expended appropriations to the consolidated statements of revenues, expenses, and changes in retained earnings:		
<b>Total expended appropriations</b>	<b>111,741</b>	<b>114,696</b>
Eliminations (Intra-agency)	(257)	(347)
<b>Consolidated revenues from appropriations</b>	<b>\$ 111,484</b>	<b>\$ 114,349</b>



### 14. Employee Benefit Plans

GPO funds a portion of pension contributions for its employees under the Civil Service Retirement System (CSRS) and the Federal Employees Retirement System (FERS), and makes payroll deductions from employees for their pension contributions. The Office of Personnel Management (OPM) determines the employer contributions for these defined benefit plans that are required to be paid by GPO. OPM is responsible for Government-wide reporting of CSRS and FERS assets, accumulated plan benefits, and unfunded liabilities. In accordance with FASB, and consistent with multi-employer pension plans, GPO has reflected only the required contribution to these programs in its financial statements. OPM is responsible for funding any other costs. Therefore, GPO is not required to record in the consolidated financial statements the unfunded pension liability and post-employment benefits relative to its employees.

Other OPM administered programs provide health, life, and long-term care insurance benefits to active, inactive, and retired employees. Permanent employees of GPO may participate in the Federal Employees Health Benefit Program, Federal Employee Group Life Insurance Program, and/or Federal Long Term Care Insurance Program before and after their retirement from the Agency.

#### Civil Service Retirement System

The CSRS is a defined benefit plan. Generally, it covers GPO employees first hired before 1984. Total GPO (employer) contributions to CSRS for employees covered under this retirement program were 7.5 percent of basic pay in both 2021 and 2020 for investigators and law-enforcement officers, and 7.0 percent of basic pay in both years for all other employees. GPO contributions were \$0.6 million and \$0.7 million for the years ended September 30, 2021, and September 30, 2020, respectively.

#### Federal Employees Retirement System

Using Social Security benefits as a base, FERS provides a defined benefit plan (Basic Benefit Plan) and a voluntary defined contribution plan. GPO employees first hired after December 31, 1983, were automatically covered by FERS and Social Security, while employees hired prior to January 1, 1984, were able to choose between joining this plan or remaining in CSRS.

The employer contribution rate to FERS for GPO law enforcement officers was 38.2 percent of basic pay in fiscal 2021 and 34.7 percent in fiscal 2020. The FERS contribution rate for all other employees was 18.5 percent in fiscal 2021 and 16.7 percent in fiscal 2020. GPO contributions to FERS totaled \$24.6 million for fiscal 2021 and \$22.7 million for fiscal 2020.

#### Thrift Savings Plan

The Thrift Savings Plan (TSP) allows employees to defer the recognition of income tax on contributions made to the plan. The TSP elective deferral limit for employees was \$19,500 for both fiscal 2021 and fiscal 2020. Employees who were 50 years old or older were allowed additional catch-up contributions of \$6,500 for both fiscal 2021 and fiscal 2020. For FERS employees, the employer is required to contribute 1 percent of the employee's base pay to the TSP, and to match voluntary employee contributions dollar-for-dollar for the first 3 percent of

## Section IV: Notes to the Financial Statements

pay and 50 cents on the dollar for the next 2 percent of pay. Thus, the employer contribution to the TSP can be up to 5 percent for FERS employees. Employees participating in CSRS may contribute to the TSP, but they do not receive any matching contributions from the employer. GPO made employer contributions to the TSP of \$6.2 million in fiscal 2021 and \$6.1 million in fiscal 2020.

### Social Security System

As an employer, GPO matches employee contributions to the U.S. Social Security Administration (SSA) under the Federal Insurance Contributions Act (FICA) for employees in the FERS. GPO contributes 6.2 percent of gross pay (up to \$142,800 in 2021 and \$137,700 in 2020) to SSA's Old Age, Survivors, and Disability Insurance (OASDI) Program. Additionally, GPO makes matching contributions for all employees of 1.45 percent of gross pay, without limit, to SSA's Medicare Hospital Insurance Program. Contributions to these SSA programs for the years ended September 30, 2021, and September 30, 2020, totaled \$11.2 million and \$12.2 million, respectively.

### 15. Major Customers

GPO's primary customers are the Congress and large Federal agencies in the Executive Branch of the Federal Government. The following reflects GPO's top customers in fiscal years 2021 and 2020:

	(Dollars in thousands)			
	2021		2020	
	Billings	% of Total	Billings	% of Total
U.S. Department of State	\$ 352,289	38.7%	\$ 179,469	20.6%
U.S. Department of Veterans Affairs	78,951	8.7%	67,592	7.8%
U.S. Department of Health & Human Services	72,539	8.0%	60,945	7.0%
U.S. Department of Defense Logistics Agency	70,102	7.7%	78,526	9.0%
U.S. Department of Congress	63,149	6.9%	70,085	8.1%
U.S. Department of Treasury	52,378	5.8%	38,837	4.5%
U.S. Department of Homeland Security	47,009	5.8%	50,484	5.8%
U.S. Department of Commerce	23,023	2.5%	153,917	17.7%

### 16. Subsequent Events

GPO has evaluated subsequent events through December 15, 2021, the date which the financial statements were available to be issued, and found there were no material events that required financial adjustment, accrual, or further disclosure.

## Abbreviations List

### ABBREVIATIONS LIST

ASC	Accounting Standards Codification
CP	Congressional Publishing
CSRS	Civil Service Retirement System
DOJ	Department of Justice
DOL	U.S. Department of Labor
FASAB	Federal Accounting Standards Advisory Board
FASB	Financial Accounting Standards Board
FDLP	Federal Depository Library Program
FECA	Federal Employees' Compensation Act
FERS	Federal Employees Retirement System
FICA	Federal Insurance Contributions Act
GAAP	U.S. Generally Accepted Accounting Principles
GAO	U.S. Government Accountability Office
GPO or Agency	U.S. Government Publishing Office
GSA	General Services Administration
ISO	International Organization for Standardization
JCP	Joint Committee on Printing
LOC	Library of Congress
OASDI	Old Age, Survivors, and Disability Insurance
OFR	Office of the Federal Register
OIG	Office of the Inspector General
OPM	Office of Personnel Management
PII	Personal Identifiable Information
S&E	Salaries and Expenses
SID	Security and Intelligent Documents
SSA	U.S. Social Security Administration
Treasury	U.S. Department of the Treasury
TSP	Thrift Savings Plan
U.S.C.	United States Code



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