

INSPECTION REPORT
NUMBER 26-07

Recruitment & Staffing Inspection

September 22, 2026

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Date

September 22, 2026

To

Director, U.S. Government Publishing Office

From

Inspector General

Subject:

Final Report— Recruitment & Staffing Inspection, Report Number 26-07

The Office of the Inspector General (OIG) conducted an inspection of GPO's Recruitment and Staffing program. The report contains four findings. We made six recommendations intended to improve the hiring metrics used by Agency Human Capital (AHC), improve the state of AHC's outdated policies, better align GPO's vacancy data, as shown in organizational charts with budgeted positions, and encourage a more focused use of AHC's strategic plan as a tool to drive and monitor performance.

GPO reviewed the draft report and provided comments through the Director. In line with the Council of the Inspectors General on Integrity and Efficiency's inspection standards, we reviewed GPO's comments for relevance and completeness. All comments have been included in full in Appendix E. Our office is always open to alternative approaches that fulfill the intent of our recommendations, recognizing that the Agency is best positioned to determine how to implement them.

GPO concurred with all six recommendations, and proposed actions were responsive to them. We summarize management's comments and provide a detailed response throughout the report. All recommendations remain open.

We appreciate the courtesies extended to our staff throughout this review. If you have any questions or comments about this report, please contact Connie Greene, Assistant Inspector General for Inspections, at cgreene@gpo.gov or (202) 512-1597.

NATHAN J. DEAHL
Inspector General

Attachment

RESULTS IN BRIEF**What We Did**

The OIG inspection team assessed whether GPO hiring practices are aligned with applicable laws, rules, regulations, and Standard Operating Procedures (SOP). We also assessed what hiring metrics are captured and evaluated by Agency Human Capital (AHC). We focused on AHC's mission performance, management effectiveness, customer and partner relationships, and resource management.

What We Recommend

Our report contains six recommendations intended to improve the hiring metrics used by AHC, improve the state of AHC's outdated policies, better align GPO vacancy data as shown in organizational charts with budgeted positions, and encourage a more focused use of AHC's strategic plan as a tool to drive and monitor performance.

What We Found

Finding 1. Agency Human Capital does not capture and evaluate End-to-End hiring metrics and rarely meets its established monthly goal cycle hiring timelines.

We found that hiring timelines averaged between 207 and 252 days from end-to-end, well above both the Human Resources Officer's (HRO) stated internal goal of 80 days and the FY 2024 federal agency average of 101 days.

Finding 2. Agency Human Capital has not reviewed, revised, or canceled outdated Directives and Instructions guiding the operations of its Talent Acquisitions & Transactions Division, resulting in conflicting guidance for Human Resource Specialists. GPO also has inconsistent vacancy data and contradictory organizational charts.

We found that AHC has not maintained its governing policies or workforce management records in accordance with established requirements, increasing the risk of inconsistent personnel administration and reduced organizational accountability. We also identified significant inconsistencies between workforce and organizational structure data maintained by AHC and Agency Financial Management (AFM).

Finding 3. Progress toward the goals and key efforts set forth in the *Human Capital Strategic Plan FY 2023 – 2027* was not periodically assessed by Agency Human Capital management.

We found that AHC could better leverage its *Human Capital Strategic Plan FY 2023–2027* as an active management tool. While personnel were generally aware of the plan, they demonstrated limited familiarity with the specific initiatives relevant to their responsibilities, reducing its effectiveness as a framework for guiding organizational performance and measuring results.

Finding 4. AHC Strengthened Customer Satisfaction and Expanded Strategic Recruitment Partnerships.

We found that AHC demonstrated positive progress in strengthening customer relationships and expanding strategic recruitment partnerships during FYs 2023 through 2025.

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INTRODUCTION

We reviewed whether GPO hiring practices align with applicable laws, rules, regulations, and SOPs, and determined which hiring metrics are captured and evaluated by AHC. The scope and methodology are presented in Appendix B.

Background

Context of the Inspection

We initiated this review from our Fiscal Year (FY) 2026 Annual Work Plan.

The GPO *Human Capital Strategic Plan FY 2023 – 2027*, Goal 2, Talent Management, aims to plan for and manage current and future workforce needs, and to design, develop, and implement proven strategies, techniques, and practices to attract, hire, develop, and retain talent. In accordance with the GPO OIG Inspections Division Policies and Procedures Handbook, the inspection team used the component inspection model for this project. A component inspection is designed to assess a specific organization's overall effectiveness and efficiency in executing its missions and functions; assess how well the organization performs its activities considering its authorities, processes, and hierarchy; and document obstacles to an organization's mission accomplishment and identify systemic problems within processes. A comprehensive component inspection concentrates on the following four areas within an organization:

1. Mission performance
2. Management effectiveness
3. Customer and partner relationships
4. Resource management

The Issue

In March 2022, we conducted a special review to better understand the purpose, operations, and management of GPO's regional offices, including a secure production facility (SPF) and two warehouse-and-distribution centers. Managers at the SPF and both distribution centers expressed concerns regarding the hiring process. Specifically, they reported difficulty in hiring personnel and slow hiring processing. Employees stated that the hiring process was lengthy, often taking up to 1 year from announcing an open position to onboarding the selected candidate. We asked GPO to consider a focused effort to improve hiring speed at the regional sites. Our December 2025 Site Visits Follow-Up inspection encouraged GPO to continue efforts to improve hiring speed and suggested that GPO determine where processing times routinely exceed timelines suggested by the U.S. Office of Personnel Management (OPM). In addition, during our 2025 solicitation for FY 2026 audit and inspection topics, two GPO officials suggested a review of GPO's hiring processes. One official cited excessive delays in the selection and onboarding processes, resulting in the loss of candidates to the private sector, and another cited an overall lack

of communication within the hiring process, which caused frustration among hiring managers and potential employees.

Objectives

1. Determine if GPO hiring practices are aligned with applicable laws, rules, regulations, and SOPs, concentrating on the following four areas:
 - *Mission performance.*
 - *Management effectiveness.*
 - *Customer and partner relationships.*
 - *Resource management.*
2. Determine what hiring metrics are captured and evaluated by Agency Human Capital and provide insight into any existing systemic problems.

Prior Evaluation Coverage

- GPO OIG Report No. 22-05, *GPO Regional Site Visit Report*, May 3, 2022.
- GPO OIG Report No. 22-06, *GPO Organizational Transformation Evaluation*, May 19, 2022.
- GPO OIG Report No. 26-01, *GPO Site Visits Follow-Up Inspection*, December 15, 2025.

Criteria¹

- 5 Code of Federal Regulations (CFR) § 250.203 *Strategic Human Capital Management Systems and Standards*, December 12, 2016.
- 5 U.S. Code, Chapter 33, *Examination, Selection, and Placement*, (1966), as amended.
- Presidential Memorandum, *Improving the Federal Recruitment and Hiring Process*, May 11, 2010.

GPO Standards

- *GPO Strategic Plan FY 2023 – 2027.*
- *GPO Strategic Recruitment Plan, FY 2023 – 2029.*
- *GPO Human Capital Strategic Plan FY 2023 – 2027.*
- TAATD – Business Practice 25-006, *Talent Acquisitions Goal Cycle*, June 23, 2025.
- Human Resources Officer Performance Plan, November 1, 2025.
- GPO Directive 001.1E, *Directives Submission System*, August 7, 2024.
- GPO Directive 110.1M, *Delegation of Authority for Personnel Actions*, July 18, 2019.

¹ Pending legislation, U.S. House of Representatives Resolution 6028, includes language that would require GPO AHC to develop a Human Capital Management System that incorporates many of the Executive Branch standards that would no longer directly apply to GPO, including standards applicable to hiring and employment decisions.

- GPO Directive 610.15A, *Pathways for Students and Recent Graduates*, February 15, 2013.
- GPO Directive 610.17, *Applying Veteran's Preference in Excepted Service Recruitment*, May 21, 2009.
- GPO Directive 615.9A, *Merit System Principles and Prohibited Personnel Practices*, September 24, 2024.
- GPO Directive 625.37, *GPO Apprenticeship Program*, June 7, 2022.
- GPO Directive 625.38B, *Recent Graduate Development Program*, October 28, 2024.
- GPO Directive 1000.12, *Office of Communications*, June 12, 2023.
- GPO Directive 1100.1C, *Strategic Planning and Performance Reporting Within the Government Publishing Office*, December 6, 2021.
- GPO Finance Policy Manual, October 1, 2024.

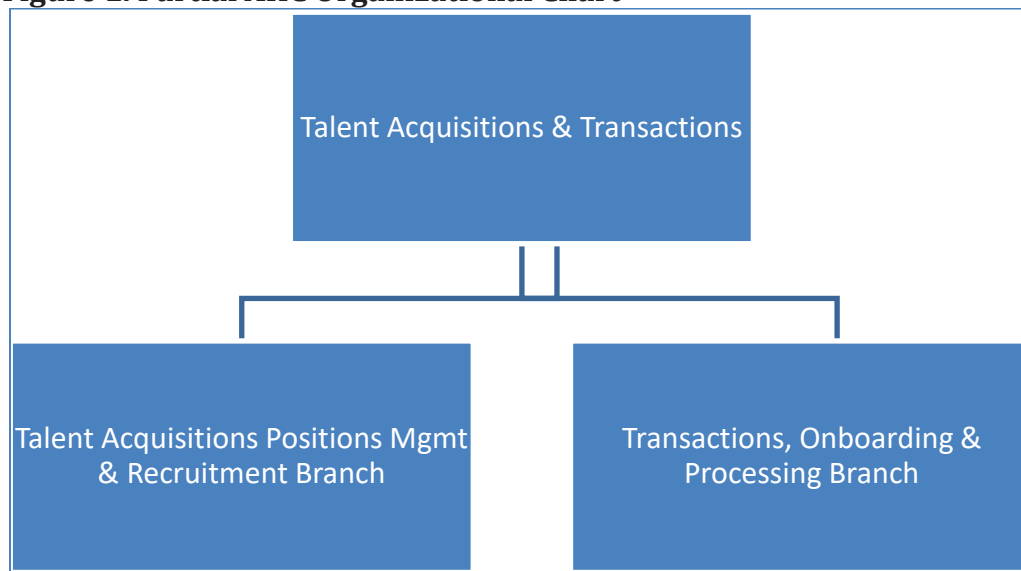
Organization

AHC advises and assists the GPO Director and other agency officials in carrying out GPO's responsibilities for selecting, developing, training, and managing a high-quality, productive workforce. AHC's goal is to provide policies and programs that integrate and support GPO's strategic goals by providing expert consultation services and solutions to management in an efficient and customer-focused manner and building and retaining a workforce that is talented, diverse, motivated and committed.

AHC has various divisions and branches. For this inspection, we focused on the Talent Acquisitions & Transactions Division (TAATD). Specifically, the Talent Acquisitions Positions Management & Recruitment Branch (TAPMRB) and the Transactions, Onboarding & Processing Branch (TOPB). See Figure 1.

The inspection did not focus on the operations of the Talent Acquisitions Pathways and Assessments Branch, which also falls under the TAATD. This inspection focused on the TAPMRB, which administers recruitment and staffing activities, and the TOPB, which facilitates onboarding activities.

Figure 1. Partial AHC Organizational Chart



Source: OIG

The *GPO Human Capital Strategic Plan FY 2023 – 2027* states:

“As required by 5 CFR § 250.203 *Strategic human capital management systems and standards*, it follows the Office of Personnel Management’s (OPM) Human Capital Framework (HCF) and is a key step in GPO’s progress to build a highly effective, performance-based organization by recruiting, acquiring, retaining, motivating, and rewarding a high-performing workforce. This plan is a roadmap for continuous improvement and the framework for HC being a strategic partner to strengthen the performance and competitiveness of the Agency.”

GPO’s AHC TAATD website references a Presidential Memorandum signed in May 2010. This memorandum directs OPM to take action to establish a government-wide performance review and improvement process for hiring reform actions, to include:

- a timeline, benchmarks, and indicators of progress;
- a goal-focused, data-driven system for holding agencies accountable for improving the quality and speed of agency hiring, achieving agency hiring reform targets, and satisfying merit system principles and veterans' preference requirements.

This memorandum also directs agency heads to improve the quality and speed of agency hiring by:

- reducing substantially the time it takes to hire mission-critical and commonly filled positions;
- measuring the quality and speed of the hiring process; and
- analyzing the causes of agency hiring problems and actions that will be taken to reduce them.

Although this memorandum is directed at all Executive Branch Agencies, AHC uses this as a source document on its intranet site, and the Human Resources Officer stated that GPO follows OPM's 80-day end-to-end hiring timeline model.

Additional Background

Employee Survey

We conducted a survey for full-time GPO employees hired between October 1, 2022, and September 30, 2025, to assess new employee perceptions regarding the hiring processes at GPO and address any concerns. The survey was conducted from February 10-25, 2026.

About the Survey

The survey was available to 385² employees who were onboarded during the inspection. We received 192 responses (50 percent response rate), a statistically significant sample with the following margin of error and confidence interval:

- Margin of error, ± 5 for each question.
- 95 percent confidence level (represents how often the true percentage of the population who would pick an answer).³

The inspection team provided employees with an electronic survey and hard-copy surveys for those without computer access.

Survey Results

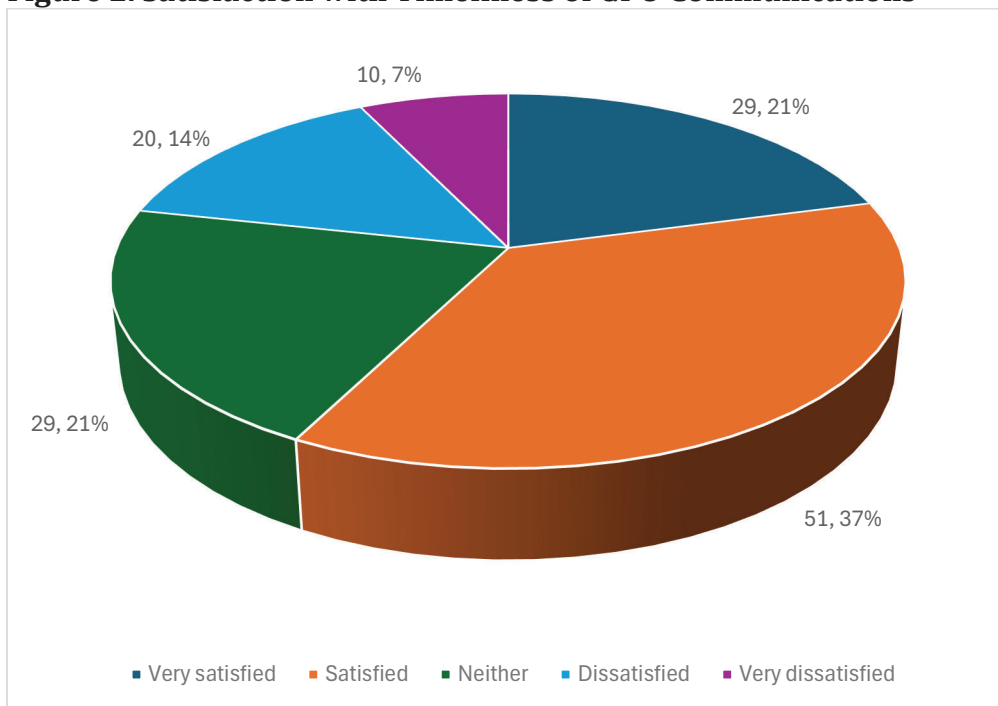
Satisfaction with GPO Communications

Of the survey respondents, 58 percent reported being either satisfied or very satisfied with the timeliness of GPO communications throughout their hiring experience, while 21 percent reported being either dissatisfied or very dissatisfied. See Figure 2.

² Within the scope of this inspection, GPO onboarded 443 employees. However, when we launched the survey, only 385 of those 443 employees remained at GPO. The 23 OIG employees onboarded within the scope of this inspection were not included in any analysis, nor did they take part in the survey.

³ Bluman, A. G. (2013). *Elementary Statistics: A Step-by-Step Approach*. McGraw Hill Education.

Figure 2. Satisfaction with Timeliness of GPO Communications

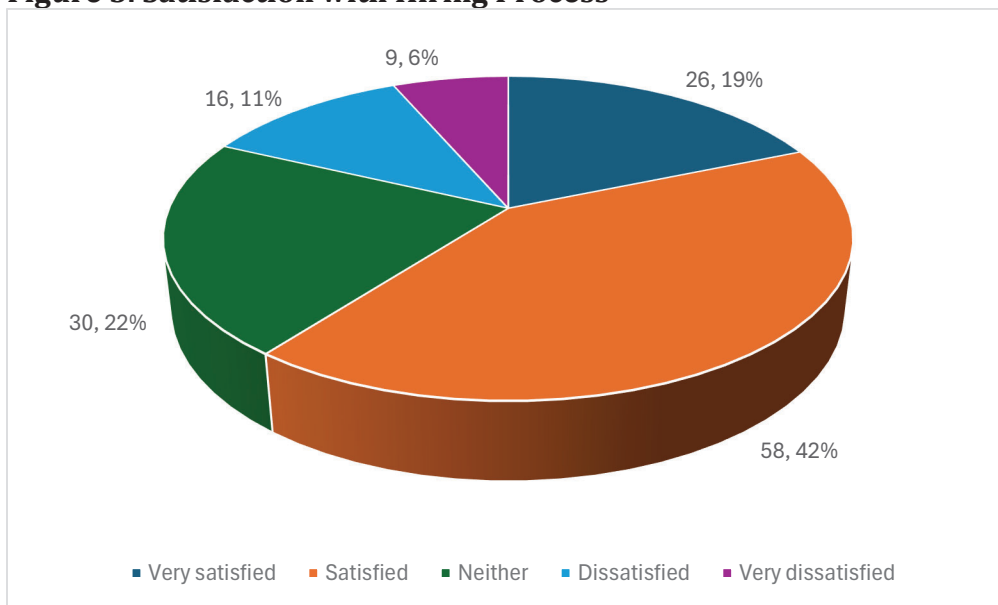


Source: OIG Analysis

Satisfaction with Hiring Process

Of the survey respondents, 61 percent were either satisfied or very satisfied with the overall hiring process, and 17 percent were either dissatisfied or very dissatisfied. See Figure 3.

Figure 3. Satisfaction with Hiring Process

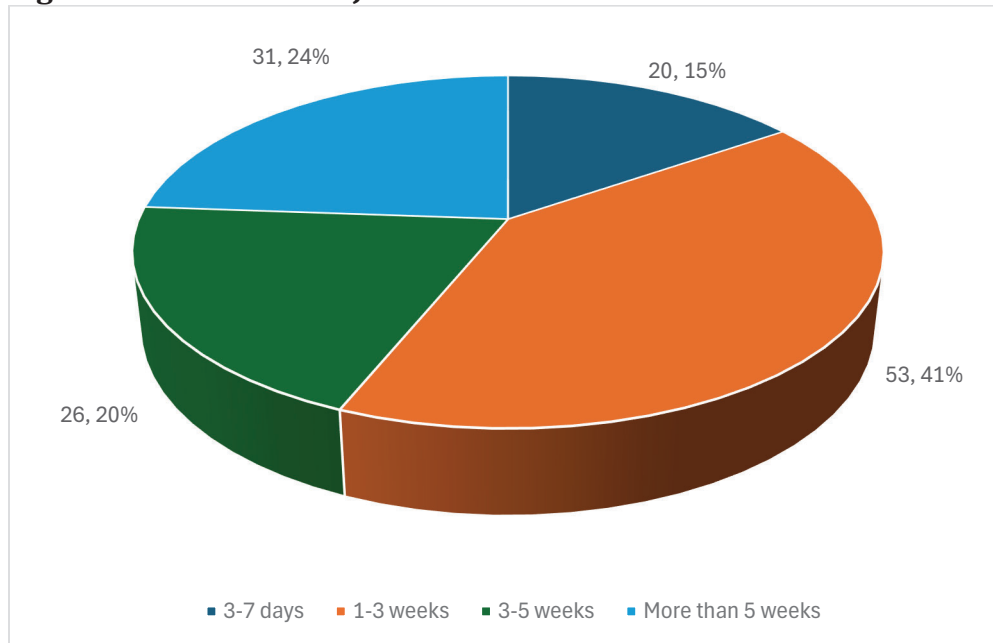


Source: OIG Analysis

Interview to Tentative Job Offer (TJO)

The survey asked employees how long it took after their interview before they were offered the position. Fifteen percent stated it took as little as three to seven days, while 24 percent stated it took longer than five weeks. See Figure 4.

Figure 4. Interview to TJO Duration

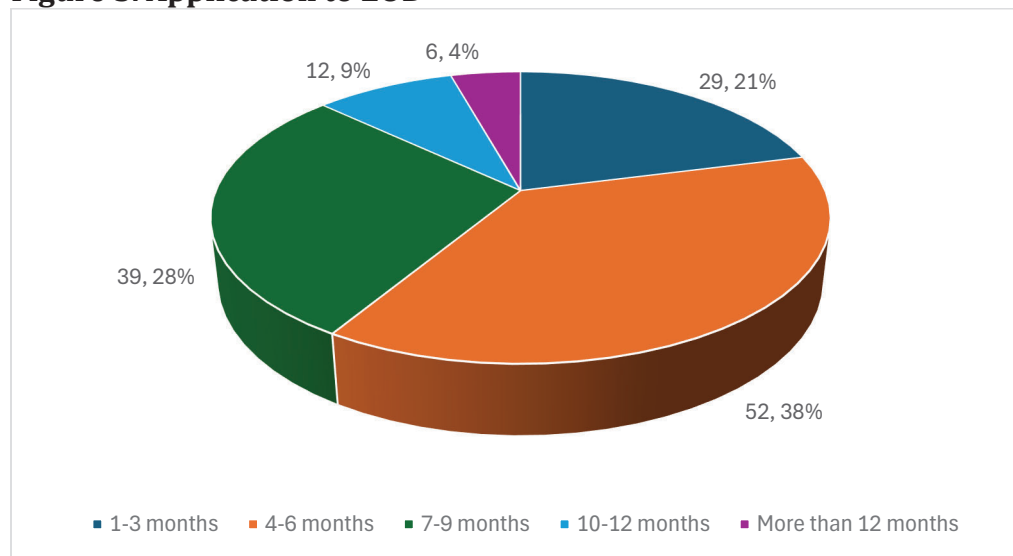


Source: OIG Analysis

Application to Entrance on Duty (EOD)

The survey also asked employees how long it took from the time they applied to GPO until their first duty day. Twenty-one percent stated it took between 1-3 months, while 13 percent stated it took 10 months or longer. See Figure 5.

Figure 5. Application to EOD



Source: OIG Analysis

As noted in Figures 2 and 3 above, more than half of the survey respondents indicated they were satisfied or very satisfied with the timeliness of GPO communications and the overall hiring process. However, as discussed in Finding 1 of this report, we noted significant delays in the hiring process as compared to the OPM-suggested timelines.

Interviews with GPO Hiring Managers

We interviewed 26 hiring managers to gauge their satisfaction with the various phases of the hiring process, as well as their overall satisfaction with the entire process between FY 2023 and FY 2025. The results are as follows:

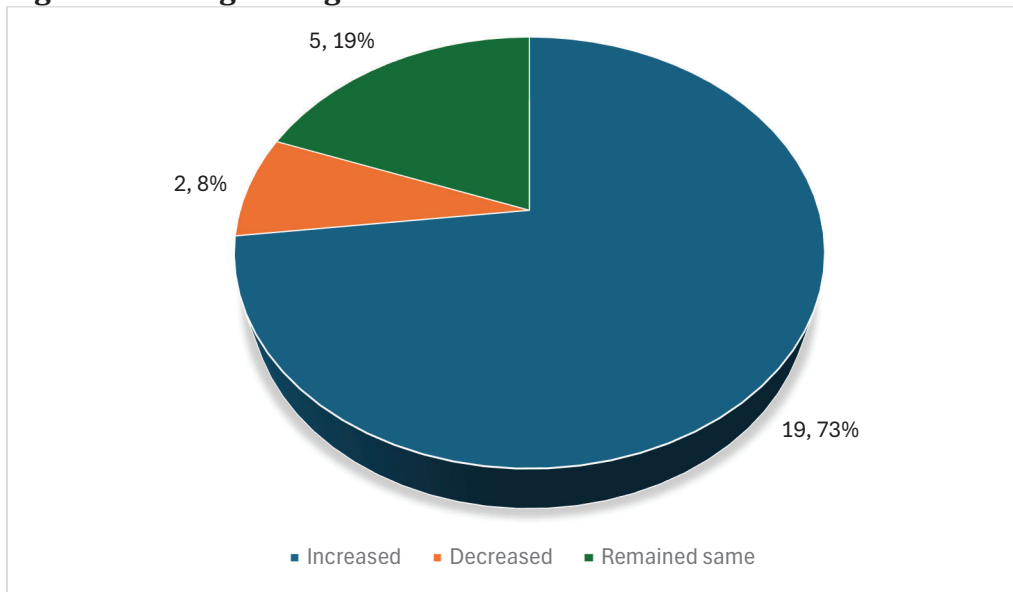
Hiring Manager Satisfaction

Of the 26 hiring managers, 73 percent reported that their satisfaction with AHC's hiring actions had increased over this period. See Figure 6.

However, when analyzing the hiring data for the 443 employees GPO onboarded during FY 2023, FY 2024, and FY 2025, we found that the overall end-to-end process averaged 239, 252, and 207 days, respectively.⁴

⁴ Although not within the scope of this inspection, the OIG also reviewed hiring data from FYs 2020-2022 to determine if hiring timelines were significantly longer during that period. We determined the overall end-to-end timelines averaged 206 days, 242 days, and 288 days, respectively. These timelines were relatively consistent with the FY 2023 – FY 2025 data.

Figure 6. Hiring Manager Satisfaction

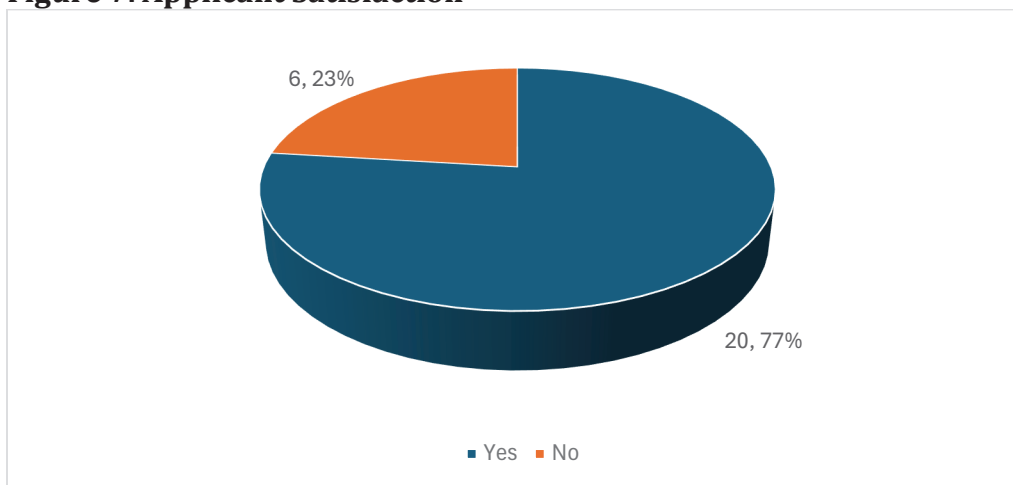


Source: OIG Analysis

Applicant Satisfaction

Seventy-seven percent of the hiring managers stated they were satisfied with the number and quality of applicants who responded to their job postings. See Figure 7.

Figure 7. Applicant Satisfaction

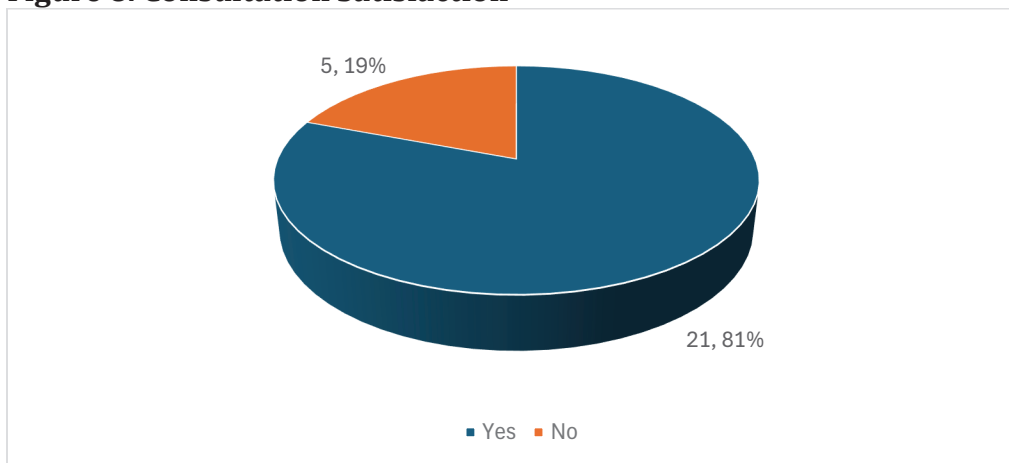


Source: OIG Analysis

Initial Consultation Satisfaction

Eighty-one percent of the hiring managers were satisfied with the timeliness and completeness of their initial consultation with the Human Resource (HR) Specialist. See Figure 8.

Figure 8. Consultation Satisfaction



Source: OIG Analysis

Human Capital (HC) Dashboard

Nineteen percent of the hiring managers felt that the Human Capital Dashboard is not updated in a timely manner by AHC. One hiring manager stated the Dashboard is not real-time, and another stated they received push notifications about events that occurred well in the past. We noted that TAATD has taken action to address this issue by developing an SOP, TAATD Business Practice 26-011, *HC Dashboard Standardized Comments*, which was issued on January 27, 2026, and provides guidance to HR Specialists to ensure that timely and understandable progress updates are visible in the HC Dashboard.

AHC Procedures

Some hiring managers expressed concern about AHC hiring procedures and the timeliness of AHC responses to inquiries. One hiring manager called the AHC communications cryptic. As noted above, AHC addressed communication in the HC Dashboard through TAATD Business Practice 26-011, *HC Dashboard Standardized Comments*. Additionally, we noted that TAATD Business Practice 25-004, *Acknowledgment Emails to Customers*, issued on June 20, 2025, provided guidance for HR Specialists on responding to inquiries within 24 hours. Another hiring manager stated AHC procedures vary for each of their postings. This same hiring manager would like to see a list of the AHC hiring processes and what AHC expects of the hiring manager at each stage. A third hiring manager stated that they did not fully understand the AHC processes. One expressed interest in AHC developing and distributing AHC training or a desk guide for the hiring managers. During our interview, the Chief Human Capital Officer (CHCO) stated that new training for GPO Supervisors was recently launched, which included information on the hiring process, and that AHC was receptive to providing additional recurring training to GPO hiring managers.

Hiring Approval Delegation

Two hiring managers felt that the approval process of hiring actions should be delegated below the current executive level. One felt that the hiring approval would be best delegated down to the lowest reasonable level. The other stated that there is a “lock” from the highest level of GPO, whether they can fill their vacancy, and said that if a person is leaving their employment with GPO, the posting of that vacancy is not done automatically. They stated that unless there is a compelling reason not to fill a vacancy, managers should be allowed to fill the positions in their books. We will discuss the role of the Hiring Review Board (HRB) in Finding 1. We also address differences between vacancies reflected in a business unit’s organizational chart and budgeted vacancies in Finding 2.

Monthly Goal Cycle

Two hiring managers felt that the monthly goal cycle process needs improvement. One stated that if they miss the beginning-of-month cycle cutoff date, their hiring action is pushed out by another month. The other stated that if their business unit has an upcoming retirement action, they don’t want to wait until the first of the following month to discuss filling the vacancy. They also felt that any goal cycle should begin when the business unit submits the hiring action request, rather than on the first day of the month following submission. We addressed the monthly goal cycle and its impact on hiring timelines in Finding 1.

Recent Graduate Development Program (RGDP)

Multiple GPO hiring managers praised the RGDP as an efficient means to attract and hire talent, as did AHC personnel. One AHC manager stated that the RGDP has been very effective and hopes that the program will continue. Two GPO hiring managers stated that they were satisfied with the number and quality of applicants applying for vacancies. They directly attributed this to the RGDP’s success. Another hiring manager stated that the program has been a breath of fresh air compared to past hiring practices. A fifth hiring manager stated that they were not satisfied with the overall timeframe, from their initial consultation with the HR Specialist to the issuance of the tentative job offer, except when a hiring action occurs within the RGDP. However, we found the RGDP hiring timelines to be relatively consistent with those for other hiring actions.

Interviews with AHC Personnel

We interviewed 25 TAATD members to capture their perspectives regarding staffing levels, training adequacy, leadership, and morale.⁵ The overall results were favorable; however, a few concerns were also raised.

⁵ We also interviewed an additional six AHC members not assigned to the TAATD.

Budget and Staffing Sufficiency

Ninety-four percent of AHC members interviewed reported that their team had a sufficient budget and adequate staffing to perform their functions effectively. One AHC staff member shared that their team now has the resources they need after recently bringing on additional employees and contractors. Another felt that their team has not always been fully staffed, but that the additional contractors and employees have improved the situation.

Training Adequacy

Eighty-eight percent of AHC personnel reported having sufficient training. Some noted the need for OPM Delegated Examining (DE) certification; although contractors had this certification, not all employees did. During FY 2025, OPM did not provide DE certification opportunities. Data from the Workforce Development, Education, and Training unit showed six employees were scheduled for the DE Certification Assessment after our interviews.

TAATD Leadership Effectiveness

Eighty-five percent of the interviewees felt that TAATD's leadership was effective.

Morale

Seventy-five percent of interviewees rated their morale as high, 15 percent as average, and 10 percent as low. Interviewees who reported low morale generally attributed their views to concerns that their supervisors micromanaged their work or overreacted to mistakes. These comments appeared isolated and did not reflect broader themes among interviewees.

INSPECTION RESULTS

MISSION PERFORMANCE

Finding 1. Agency Human Capital does not capture and evaluate End-to-End hiring metrics and rarely meets its established monthly goal cycle hiring timelines.

We found that hiring timelines averaged between 207 and 252 days from end-to-end, well above both the Human Resources Officer (HRO) stated internal goal of 80 days and the FY 2024 federal agency average of 101 days. These excessive timelines resulted in prolonged vacancies, lost candidates, and increased staff workload. Although AHC uses a monthly goal-cycle to manage hiring actions, it met vacancy posting timeliness goals less than half of the time and met the timeliness goal for issuing a certificate of eligible candidates in only nine percent of cases. Additionally, we found that AHC's timeliness goals were not monitored by management or consistently understood by staff.

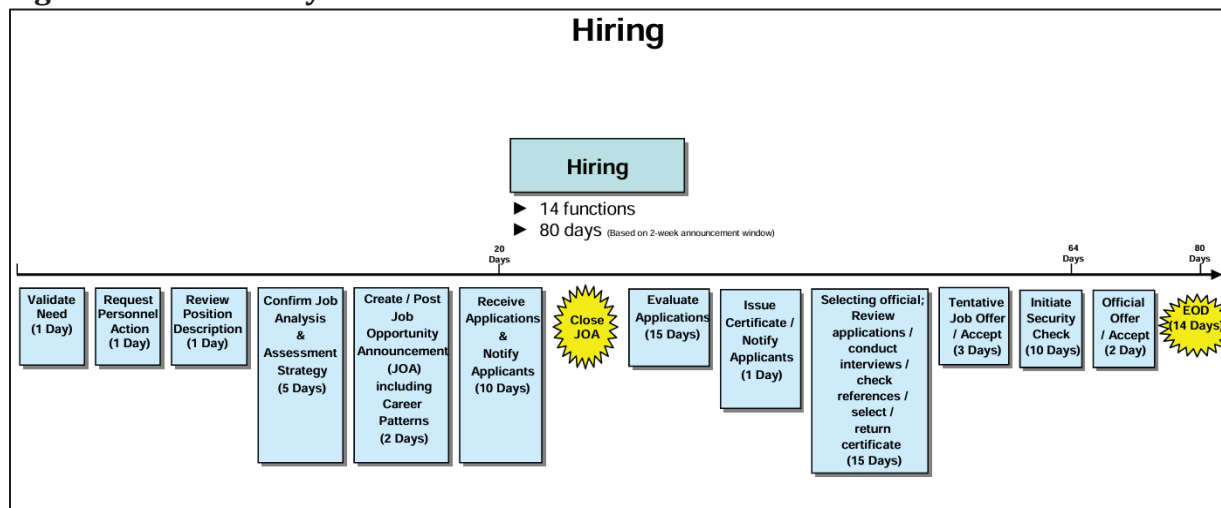
Criteria

- TAATD – Business Practice 25-006, *Talent Acquisitions Goal Cycle*, June 23, 2025.
- Human Resources Officer Performance Plan, November 1, 2025.
- GPO Directive 110.1M, *Delegation of Authority for Personnel Actions*, July 18, 2019.
- GPO Directive 610.15A, *Pathways for Students and Recent Graduates*, February 15, 2013.
- GPO Directive 610.17, *Applying Veteran's Preference in Excepted Service Recruitment*, May 21, 2009.
- GPO Directive 615.9A, *Merit System Principles and Prohibited Personnel Practices*, September 24, 2024.
- GPO Directive 625.37, *GPO Apprenticeship Program*, June 7, 2022.
- GPO Directive 625.38B, *Recent Graduate Development Program*, October 28, 2024.

End-to-End (E2E) Analysis

According to AHC's HRO, TAATD has adopted OPM's 80-day hiring timeline. See Figure 9.

Figure 9. OPM 80-Day E2E Timeline



Source: U.S. Office of Personnel Management

Between FY 2023 and FY 2025, GPO onboarded 443 new employees. As part of our data call, we received end-to-end hiring data for each new employee. Of those 443 employees, we received complete data for 385 and evaluated it against OPM's 80-day suggested E2E timeline. A summary of these timelines is listed below:

- The OPM suggested timeline from HRB approval to vacancy posted is 10 days.
- The OPM suggested timeline from vacancy posted to the issuance of the certificate of eligibles is 26 days.
- The OPM suggested timeline from HRB approval to the issuance of the certificate of eligibles is 36 days.
- The OPM suggested timeline from HRB approval to the TJO offer is 54 days.
- The OPM suggested timeline from TJO to security clearance is 10 days.
- The OPM suggested timeline from security clearance to EOD is 16 days.
- The OPM suggested timeline from TJO to EOD is 26 days.
- The OPM suggested timeline for the complete end-to-end timeline is 80 days.

FY 2023

We reviewed data on 146 new employees for FY 2023. The data showed that the average time from GPO's HRB approval to the vacancy posted date was 53 days. HRB to TJO averaged 153 days. TJO to EOD averaged 86 days. HRB approval to EOD averaged 239 days. See Figure 10.

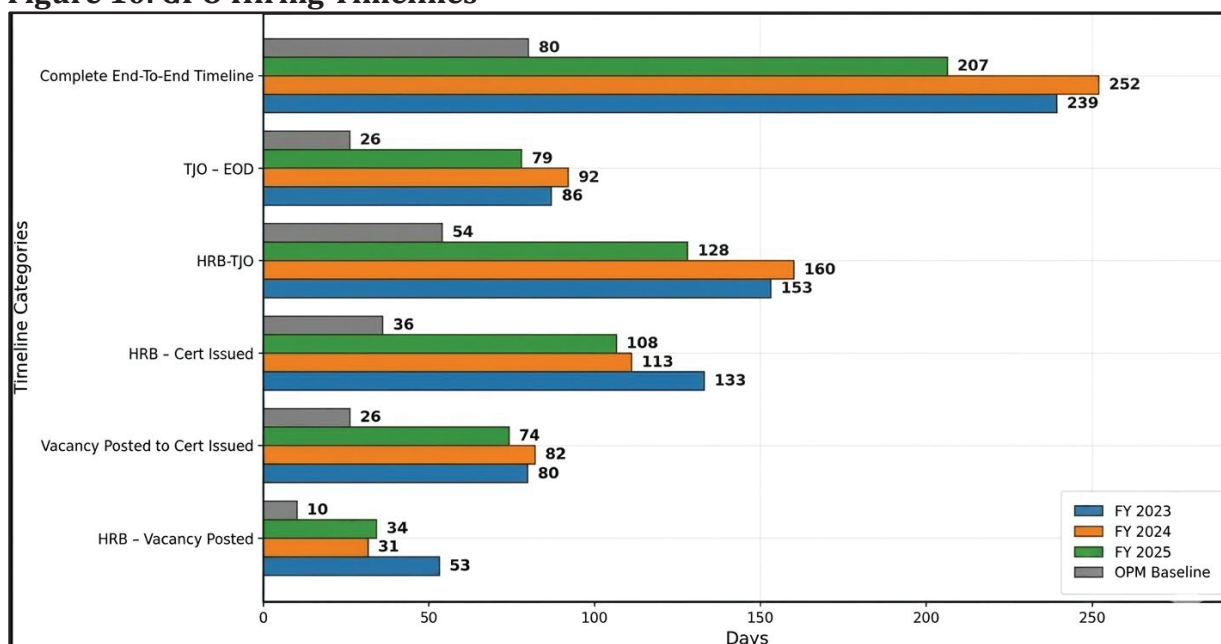
FY 2024

We reviewed data on 147 new employees for FY 2024. The data showed that the average time from HRB approval to the vacancy posted date is 31 days. HRB to TJO averaged 160 days. TJO to EOD averaged 92 days. HRB approval to EOD averaged 252 days. See Figure 10.

FY 2025

We reviewed data on 92 new employees for FY 2025. The data showed that the average time from HRB approval to the vacancy posted date is 34 days. HRB to TJO averaged 128 days. TJO to EOD averaged 79 days. HRB approval to EOD averaged 207 days. See Figure 10.

Figure 10. GPO Hiring Timelines



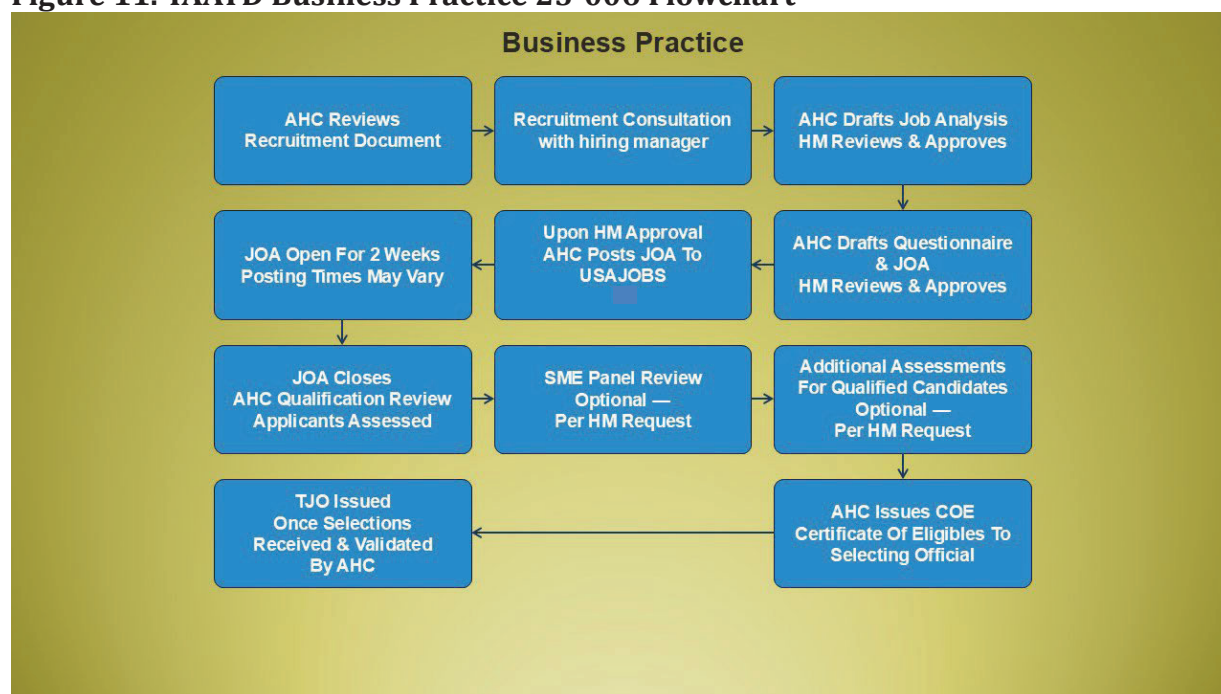
Source: OIG Analysis

Monthly Goal Cycle

HR Specialists are required to post Job Opportunity Announcements (JOA) or issue Certificates of Eligibles (COE) based on two separate monthly goal cycles. These Specialists are assigned hiring actions after HRB approval. The HRB includes the CHCO, the Chief Financial Officer, and the Deputy Director (DD). Approval from the HRB to proceed with the hiring action is documented in the HC Dashboard.

In approximately 2022, prior to the implementation of the HC Dashboard, AHC established this monthly goal cycle to manage hiring actions from approval through COE issuance. Initially, to motivate the specialists, a monthly printout of each HR Specialist's goals was posted to a wallboard in the office. Oversight is now handled through the HC Dashboard, and specifics of the monthly goal cycle were recently codified in TAATD Business Practice 25-006, *Talent Acquisitions Goal Cycle*, June 23, 2025. This Business Practice outlines a number of required actions by TAATD personnel from initial hiring action review through the TJO. See Figure 11.

Figure 11. TAATD Business Practice 25-006 Flowchart



Source: OIG

Of the 390⁶ hiring actions analyzed between FY 2023 and FY 2025, AHC met the HRB approval to vacancy posted 30-day goal 189 times (48 percent). During this same period, of the 406⁷ hiring actions analyzed, AHC met the monthly goal cycle for vacancy posted to certificate of eligibles issued 36 times (9 percent).

Hiring actions generally fall into one of the above-mentioned two consecutive monthly goal cycles; the first encompassing initial assignment through the posting of the JOA, and the second encompassing actions through the issuance of the COE. Absent any extensions granted by AHC, the hiring manager then has 30 days to make selections from the COE. Once those selections are validated by AHC, the TJO is issued. Monthly hiring action goals for each HR Specialist are established at the beginning of the month. AHC supervisors and team leaders keep the HRO informed of progress and identify any stall points in the HC Dashboard. The CHCO stated that they expect that HRB approval to JOA should be two weeks or less. They also expect the COE to be completed within two weeks of the JOA closing date; however, if the posting receives a significant number of applicants, it can take longer for AHC to review. The CHCO's main goal, since much of the end-to-end hiring process is beyond AHC's direct control, is to ensure that no required action sits idle with AHC for more than one week. As shown in Figure 11 above, multiple actions are required of the HR Specialist to advance a hiring action to the next stage.

⁶ Of the 443 employees onboarded during this period, the inspection team was provided HRB approval to vacancy posted data for 390 of those employees. This represents an 88% sample size.

⁷ Of the 443 employees onboarded during this period, the inspection team was provided vacancy posted to certificate of eligibles issued data for 406 of those employees. This represents a 92% sample size.

An AHC official stated that the monthly goal cycle helps manage periods of heavy AHC workload. However, as previously noted, the monthly goal cycle was established prior to the implementation of the HC Dashboard. Two hiring managers commented that the monthly goal cycle can result in delays if the requested action has not yet received HRB approval by the beginning of the month, when the goal cycle items for that month are established. One hiring manager suggested the hiring timelines should be established based on when the individual hiring action request is submitted, as opposed to waiting for the beginning of the next goal cycle. AHC personnel stated that exceptions to the monthly goal cycle cut-off dates are granted when the hiring action is deemed a priority.

The CHCO stated that the monthly goal-cycle process was in place upon their arrival and that abandoning it would require changes to the HR Specialists' performance plans. Based upon our review of the performance plans, we assess that abandoning the monthly goal cycle would require minimal amendment.

We found disparities with AHC personnel's understanding of hiring timelines. For example, the CHCO has a two-week goal from the HRB approval date to the vacancy announcement, while the HRO established a 30-day goal cycle for this action. Additionally, two HR Specialists indicated that they had 35 days and 120 days, respectively, for this action. Another disparity is the goal for the TJO to EOD timelines. One individual stated that the goal was two weeks; two others stated that the goal was four weeks; a fourth stated that the goal was eight weeks; and a fifth stated that the goal was between 4 and 8 weeks. A further disparity is the overall end-to-end hiring goal. Six individuals stated the goal was 80 days; one stated the goal was 180 days; another said the goal was 60 days; another said the goal was 60-90 days; and a 10th individual stated the goal was less than 80 days. See Table 1.

Table 1. Hiring Timeline Goal Disparities Identified During Inspection

Hiring Timeline/Metric	Established Goal	Individual Responses	Disparity Identified
HRB Approval to Vacancy Announcement	CHCO: 2 weeks from HRB approval to vacancy announcement. HRO: 30-day goal cycle.	Two HR Specialists stated that the goals were 35 days and 120 days, respectively.	Personnel reported timelines that differed from both the CHCO- and HRO-established goals.
Tentative Job Offer (TJO) to Entrance on Duty (EOD)	No consistently established goal identified.	One specialist stated 2 weeks; two specialists stated 4 weeks; one specialist stated 8 weeks; one specialist stated 4–8 weeks.	Personnel reported inconsistent TJO-to-EOD timelines.
End-to-End Hiring Process	CHCO: No end-to-end goal established due to hiring factors beyond AHC's control. HRO: AHC has adopted OPM's 80-day model.	Six specialists stated 80 days; one specialist stated 180 days; one specialist stated 60 days; one specialist stated 60–90 days; one specialist stated less than 80 days.	Personnel reported multiple and conflicting end-to-end hiring goals.

Source: OIG Analysis

AHC cannot effectively improve its end-to-end hiring timeline without establishing clear timelines for each stage of the hiring process, ensuring those goals are communicated to HR Specialists, and regularly tracking performance against them to identify obstacles to achieving them.

OPM reported the end-to-end hiring timeline for federal agencies averaged 101 days in 2024. GPO's E2E hiring timeline for FY 2024 was considerably longer than the Federal agency average. For example, for FY 2024, GPO averaged more than twice the time to hire a prospective job candidate than the Federal average. This impacted GPO hiring managers in various ways. One hiring manager lost an inter-agency candidate because AHC took a long time to determine whether GPO could bring that person onboard. Another hiring manager had a job posting that began in 2023, and the vacancy remained open until 2025. There was a lot of back-and-forth with the HR Specialist, and the posting had to be redone. Another hiring manager opined that good candidates are not going to wait two or three months for a security clearance process to be completed.

Recommendations:

Recommendation 1. Establish and implement an agency-wide, end-to-end hiring goal that defines the expected total time to hire, from initial request for personnel action

through entrance on duty. This goal should align, to the extent practicable, with benchmarks used by other federal agencies and government-wide guidance.

Management Comments

Management concurred with the recommendation. By December 31, 2026, the agency will leverage the Human Capital Dashboard to track end-to-end hiring, monitor progress against the new hiring goals, identify and address bottlenecks, and provide regular updates to management and stakeholders. In addition, the agency will move away from the monthly goal cycle established by prior AHC leadership and revise performance plans for AHC personnel to incorporate the updated hiring metrics and enhanced tracking requirements.

OIG Response

GPO's concurrence and planned actions are responsive to this recommendation.

Recommendation 2. Improve hiring timelines by focusing on the identified bottlenecks from Hiring Review Board approval to Tentative Job Offer.

Management Comments

Management concurred with the recommendation. By June 30, 2027, the agency will deploy a new recruiting and staffing software solution to automate data flows, eliminate manual touchpoints, and eliminate duplicative keying of information. In addition, FY 2027 AHC performance plans will include critical elements to meet newly established deadlines for recruitment and Human Capital Dashboard documentation. AHC leadership will also ensure clear and consistent communication of new hiring timeline expectations to AHC team members.

OIG Response

GPO's concurrence and planned actions are responsive to this recommendation.

Recommendation 3. Improve hiring timelines by focusing on the identified bottlenecks from Tentative Job Offer to Entrance on Duty.

Management Comments

Management concurred with the recommendation. In addition to the action noted above in response to Recommendation 2, by December 31, 2026, AHC will schedule quarterly meetings with its agency partners to ensure regular communication and sustain efficient operations. These meetings will focus on the workflow from the tentative job offer to the start of duty to ensure the hiring pipeline remains efficient, pinpoints new problem areas, and identifies continuous opportunities for improvement.

OIG Response

GPO's concurrence and planned actions are responsive to this recommendation.

RESOURCE MANAGEMENT

Finding 2. Agency Human Capital has not reviewed, revised, or canceled outdated Directives and Instructions guiding the operations of its Talent Acquisitions & Transactions Division, resulting in conflicting guidance for Human Resource Specialists. GPO also has inconsistent vacancy data and contradictory organizational charts.

We found that AHC has not maintained its governing policies or workforce management records in accordance with established requirements, increasing the risk of inconsistent personnel administration and reduced organizational accountability. Of the 42 Directives and Instructions identified as governing TAATD activities, 25 (60 percent) had not been reviewed or revised within the required four-year cycle prescribed by GPO Directive 001.1E, including three policies dating to the 1970s. Although AHC has established a policy management process and indicated that revisions are prioritized based on operational impact, available resources have not sufficiently addressed the growing inventory of outdated policies, despite repeated reminders from Agency Administrative Services (AAS). As a result, outdated directives that conflict with current OPM guidance continue to govern personnel processes, increasing the risk of inconsistent guidance, errors in personnel actions, and confusion.

In addition, we identified significant inconsistencies between workforce and organizational structure data maintained by AHC and Agency Financial Management (AFM), with AHC reporting staffing at approximately 77 percent compared to AFM's 85 percent. These discrepancies appear to result from AHC's use of organizational charts that include aspirational or unfunded positions rather than authorized, budgeted positions. Agency leadership confirmed there is no expectation that staffing would reach the higher levels reflected in AHC records. We also found that organizational charts maintained on GPO intranet sites were frequently outdated, incomplete, or unavailable, limiting their value. Collectively, these conditions indicate weaknesses in workforce management that reduce the reliability of agency records and hinder effective planning, accountability, and communication.

Criteria

- GPO Directive 001.1E, *Directives Submission System*, August 7, 2024.
- GPO Directive 1000.12, *Office of Communications*, June 12, 2023.
- GPO *Finance Policy Manual*, October 1, 2024.
- *HC Policy Management SOP-SPDS-25-006*, September 1, 2025.

GPO Directive 001.1E, *Directives Submission System*, issued August 7, 2024, requires Directives to be reviewed four years from issuance, by the originating office, or as determined by AAS, thereby ensuring Directives remain current. Directives should be revised if the referenced law, regulation, processes, forms, or other policies change.

Directives may be canceled by Notice, when they become obsolete or by issuance of another Directive superseding the one being canceled.

AHC SOP-SPDS-25-006, *HC Policy Management*, dated September 1, 2025, states that prior to the start of each fiscal year, the AHC policy team will identify policies that need to be developed, revised, or canceled. Triggers for inclusion in the annual action plan include the GPO review schedule as noted above, operational changes, audit results, employee feedback, changes in laws or regulations, and management discretion.

Policy Oversight

GPO policy is managed by AAS and documented in Directives, Instructions, and Notices. Prior to 2006, permanent policies and procedures were documented in Instructions. In 2006, the policy documentation nomenclature changed from Instruction to Directive. All pre-existing Instructions remain in effect until such time as they are superseded or canceled. Notices contain temporary, short-term, or emergency information and are automatically canceled one year after issuance unless otherwise stated in the notice.

A GPO official stated that AHC prioritizes reviews and updates its policies yearly, based on scope and impact, rather than directive age. For example, AHC prioritized updates to the telework, medical services, and pay-related policies during FYs 2025 and 2026 due to the broad impact of those policies across the GPO workforce. The GPO Official stated that AHC's annual policy review plan is fluid, as AHC must adapt to unforeseen changes in laws or regulations that require immediate action.

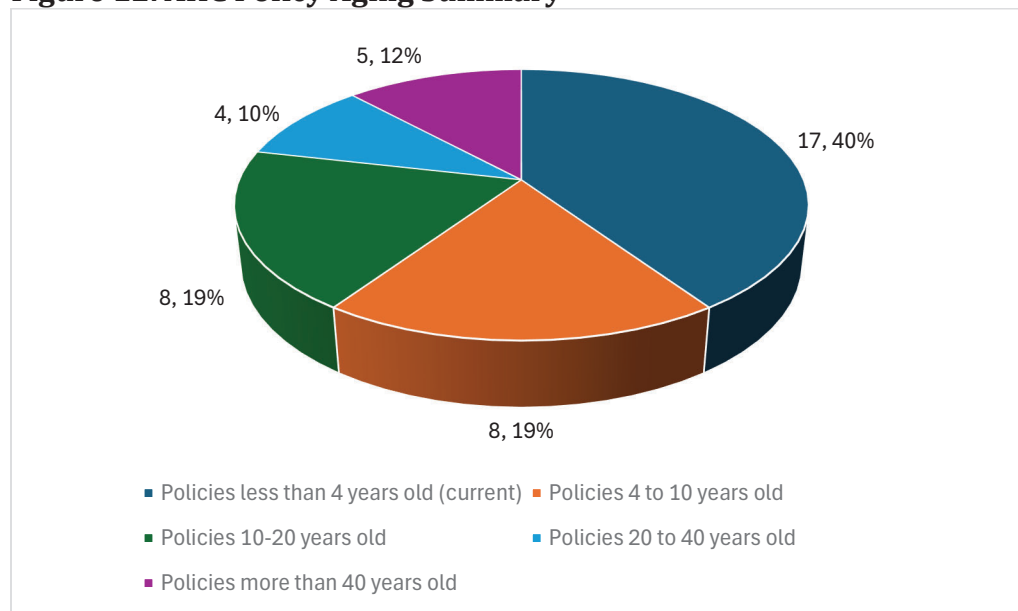
One AHC staff member said that there are outdated AHC Directives that don't align with current OPM guidelines, and that some AHC matters should be clarified via a new Directive. This individual stated that there are quite a few AHC Directives that date back to the 1980s and 1990s.

Policy Analysis

We reviewed 47 Directives, Instructions, and Notices that AHC identified as guiding TAATD activities. See Appendix D. Five of those 47 were Notices, and as previously noted, are automatically canceled one year after issuance unless stated otherwise. Notice 610-21, *Applicant Cutoff for Government Publishing Office (GPO) Vacancy Announcements*, issued February 12, 2019, and Notice 001-2022, *Crediting Experience of Job Applicants*, issued April 4, 2022, state that these Notices will remain in effect until superseded. The other three Notices listed in Appendix D were automatically canceled one year from issuance.

Twenty-five (60 percent) of the 42 Directives and Instructions guiding the activities of the AHC TAATD were last issued or revised more than four years ago, the oldest of which is dated July 7, 1971. See Figure 12.

Figure 12. AHC Policy Aging Summary



Source: OIG Analysis

AAS periodically sends reminders to the originating offices for policies that need revision. For example, the most outdated policies guiding the operations of the TAATD are GPO Instruction 635.1, *Position Classification*, issued July 7, 1971, and GPO Instruction 680.3, *Position Classification Appeal Procedure*, issued April 30, 1972. Between FY 2023 and FY 2025, AAS sent reminders to AHC regarding these two outdated policies on four occasions: January 27, 2023, November 8, 2023, September 19, 2024, and March 21, 2025. An additional AAS reminder regarding these two outdated policies was sent to AHC on January 22, 2026, during our fieldwork; however, AHC has not addressed either policy.

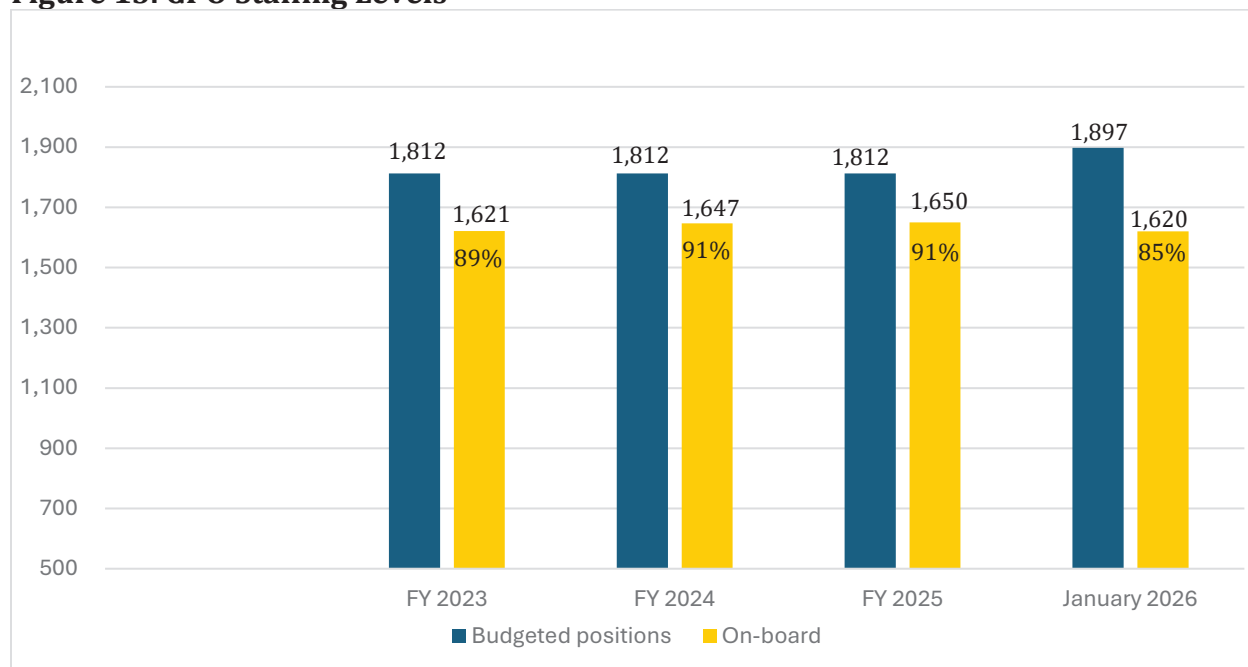
As an example, GPO Directive 625.38B, *Recent Graduate Development Program*, issued on October 28, 2024, addresses program eligibility, recruitment, duration, and conversion. However, GPO Directive 610.15A, *Pathways for Students and Recent Graduates*, issued February 13, 2013, contains different guidance regarding the Recent Graduate Development Program.

AHC management stated their policy office is appropriately resourced and trained to accomplish AHC objectives and will continue to “chip away” at the set of outdated policies. However, based on our analysis of the number of policies guiding the operations of the TAATD and the historical average of approximately four policies issued or revised annually (12 over the three-year inspection period), AHC will indefinitely fall short of the four-year review requirement mandated by GPO Directive 001.1E. Continuing to maintain an outdated policy, particularly when a newer one exists, increases the likelihood of errors and omissions in the execution of AHC-related functions.

Vacancy Data

During the inspection period, budgeted positions remained constant at 1,812, and staffing levels increased slightly each year. The total number of on-board employees at the end of each fiscal year was 1,621 in FY 2023, 1,647 in FY 2024, and 1,650 in FY 2025. As of January 2026, budgeted positions had increased to 1,897, and there were 1,620 on-board employees. See Figure 13.

Figure 13. GPO Staffing Levels



Source: OIG analysis

In January 2026, AHC data showed 1,619 on-boarded employees and 476 vacancies, for a total of 2,095 positions. A review of the January 2026 financial data, as maintained by AFM and shown in Figure 13, reflected 1,620 on-board and 1,897 total budgeted positions. While the difference of one in on-board personnel was insignificant, the difference of nearly 200 positions in total personnel is significant when comparing these two data sets. AHC data reflected that GPO was 77 percent staffed, while AFM data reflected that GPO was 85 percent staffed.

During our follow-up with AHC, we were informed that there is a difference between what AFM and AHC consider a vacancy. AFM recognizes a vacant position when the business unit has budgeted for the cost of that position, and GPO has approved that budget. For AHC, it is acceptable for business units to use organizational charts that reflect their ideal staffing model. According to the CHCO, it is helpful for AHC to see those unbudgeted vacancies for workforce planning purposes. AHC stated that GPO has approximately 1,600 personnel on board, but there are roughly 400 vacant positions as shown on organizational charts throughout GPO. AHC stated that the vacancy data provided to the OIG was obtained from approved organizational charts in the HC

Dashboard, but not all of these vacancies are budgeted positions for the current fiscal year.

AFM provided a similar explanation, advising that the organizational charts maintained by the business units are somewhat aspirational regarding total and vacant positions, reflecting an ideal staffing state if additional funding becomes available. The *GPO Finance Policy Manual*, October 1, 2024, § 11-3(b), states that “Employment levels are controlled by the fiscal year budget.”

On January 22, 2026, the GPO Director testified before the Committee on House Administration and stated:

“GPO’s headcount is down significantly from its 1970s high point of nearly 8,500 people. Today, we are just over 1,600 teammates, which I believe is about the right size for our team.”

During our interview with the DD, he also indicated that GPO is right-sized with the current number of on-board employees. The DD further explained that while there are areas within GPO that will need additional personnel, there are also areas that will need fewer personnel in the future due to declining production demand or efficiencies gained in production. When informed that the AHC data provided to the OIG reflected 476 vacancies, the DD stated that he did not foresee GPO ever being staffed with nearly 2,100 employees again.

GPO Intranet Organizational Charts

We also noted inconsistencies in the inclusion and presentation of organizational charts on the GPO intranet sites of executive offices, business units, and support organizations. Although AHC informed us that the HC Dashboard is the primary repository for agency organizational charts, access to this feature is limited to supervisors and managers. The remainder of the GPO personnel must rely on the organizational charts maintained on the GPO intranet.

We reviewed 20 GPO intranet sites. Four of the 20 sites did not contain a link to an organizational chart. The oldest organizational chart reviewed is dated April 1, 2019. AHC’s organizational chart is dated November 2, 2022, and does not reflect the current CHCO or AHC structure.

For 10 of the 16 intranet sites with organizational charts, there were insufficient details to determine total staffing levels or vacancies. Of the six organizational charts where sufficient detail was provided to make that determination, only two were updated in FY 2026.

We were unable to identify a GPO policy that specifically addresses organizational charts as presented on the individual intranet sites of executive offices, business units, and support organizations, or specifies a review period, other than the general guidance

provided by GPO Directive 1000.12, which states that the Office of Communications approves all intranet content.

Agency organization charts are almost always scheduled as permanent records.⁸ Maintaining accurate organizational charts ensures consistency in permanent records, serves as a beacon for critically understaffed groups, and enhances overall transparency with the GPO workforce and associated unions. We understand that there may be value in maintaining historical or aspirational staffing models in a repository for workforce planning. However, we assess that GPO would be better served by ensuring consistency between the data sets and ensuring published organizational charts are current and reflect actual budgeted staffing levels in GPO's HC system of record.

Recommendations:

Recommendation 4. Review, then revise or cancel all Talent Acquisitions & Transactions Division Directives and Instructions older than four years, in accordance with GPO Directive 001.1E.

Management Comments

Management concurred with the recommendation. By December 31, 2026, the agency will review all Talent Acquisitions & Transactions Division directives and instructions older than four years and create a plan to update or cancel the identified documents as appropriate. The plan will be coordinated with GPO's Administrative Services Division and implemented according to a defined and agreed-upon schedule.

OIG Response

GPO's concurrence and planned actions are responsive to this recommendation.

Recommendation 5. Maintain current and consistent organizational charts that align with approved budgeted positions and staffing levels across GPO's HC system of record.

Management Comments

Management concurred with the recommendation. By September 30, 2027, the agency will add an approval stage for Agency Financial Management within the Workforce Management Module that houses organizational charts. The agency will also begin the development of a new function within the module which will differentiate between funded and unfunded positions.

⁸ National Archives and Records Administration, *Scheduling Common Permanent Agency Records - Records Scheduling Guide 1*, March 2024.

OIG Response

GPO's concurrence and planned actions are responsive to this recommendation.

MANAGEMENT EFFECTIVENESS

Finding 3. Progress toward the goals and key efforts set forth in the *Human Capital Strategic Plan FY 2023 – 2027* was not periodically assessed by Agency Human Capital management.

The OIG found that AHC could better leverage its *Human Capital Strategic Plan FY 2023–2027* as an active management tool. Although the plan was intended to serve as a roadmap for continuous improvement and strategic workforce development, current AHC leadership did not participate in its development, had not updated it to reflect current priorities, and did not regularly monitor or report progress toward its goals. While personnel were generally aware of the plan, they demonstrated limited familiarity with the specific initiatives relevant to their responsibilities, reducing its effectiveness as a framework for guiding organizational performance and measuring results. However, interviews with AHC personnel reflected generally positive views of the organization's resources, leadership, and workplace culture. AHC personnel described leadership as supportive, receptive to feedback, and committed to recognizing staff contributions. Most personnel reported that recent hiring efforts have improved staffing levels and enhanced the agency's ability to manage onboarding and meet operational demands. Staff also indicated they were well informed about organizational activities and viewed their work as essential to GPO's mission. Although some concerns were raised regarding training opportunities, leave administration, job security, micromanagement, outdated directives, and communication surrounding funding and staffing decisions, the agency has continued investing in workforce development through initiatives such as the RGDP and the Next Generation Apprenticeship Program. In addition, following challenges with USA Staffing, GPO is pursuing a replacement hiring platform that leadership expects will improve transparency and modernize hiring operations. Collectively, these observations indicate that while AHC has established a positive organizational culture and made progress strengthening its workforce, it could further improve organizational performance by more effectively using its strategic plan to guide, monitor, and communicate human capital priorities.

Criteria

- GPO Directive 1100.1C, *Strategic Planning and Performance Reporting Within the Government Publishing Office*, December 6, 2021.
- *Human Capital Strategic Plan FY 2023 – 2027*

This plan supports the broader *GPO Strategic Plan 2023 – 2027*, specifically, Goal 4, Develop the Workforce. Goal 4.1, Recruitment, Development and Retention, was most relevant to the scope of our inspection and states:

“It is critical for the Agency’s future to focus on initiatives that improve and expand inclusive recruitment, development, and retention programs, both to replace retiring teammates and to expand the knowledge base of the Agency. Our Human Capital

team has laid the groundwork for our team to promote apprentice and intern programs that identify and attract talent and teach the unique and highly-technical skills required to perform our work.”

Although the purpose of the *Human Capital Strategic Plan FY 2023 – 2027* as stated in its introduction was to serve as “a roadmap for continuous improvement and the framework for HC being a strategic partner to strengthen the performance and competitiveness of the Agency” we found this plan was not used as a vehicle to drive AHC improvement during the inspection period. The current AHC management team did not have a role in its development and stated that they did not track progress on goals or key efforts outlined in the strategic plan. Although many AHC personnel were aware that the *Human Capital Strategic Plan FY 2023 – 2027* existed, they demonstrated limited familiarity with goals and key efforts directly related to their work or submitted regular status reports to AHC management regarding progress on goals or key efforts within the plan.

Although not specifically driven by adherence to the strategic plan for the reasons noted above, we nevertheless noted progress during the inspection toward some of the key efforts outlined in the plan:

- A Strategic Workforce Planner was hired, standard operating procedures were drafted, and an initial workforce study was completed.
- Ten Business Practices guiding the operations of the TAATD were developed and disseminated to their personnel.
- Fourteen Directives and two Notices were issued.
- An onboarding survey was launched to solicit feedback from GPO hiring managers.
- A formal process was developed for AHC audits conducted by the AHC Quality Assurance Specialist.

The *Human Capital Strategic Plan FY 2023 – 2027* was developed by the former CHCO. None of the current members of AHC management provided input to the plan. The current CHCO relied on guidance from the GPO Director to establish broad priorities for AHC, rather than relying on or modifying the strategic plan. The TAATD management team relied upon established timelines and monthly goal cycles to monitor various stages of the hiring process. AHC management has not required periodic reporting on progress toward goals and key efforts outlined in the plan.

Without regular monitoring of progress on established goals and key efforts, the *Human Capital Strategic Plan FY 2023 – 2027* cannot effectively serve as intended – “a roadmap for continuous improvement and the framework for HC being a strategic partner to strengthen the performance and competitiveness of the Agency.” Tracking progress on the *Human Capital Strategic Plan FY 2023 – 2027* forces employee focus, accountability, and improvement, ensuring goals are achieved.

Recommendation:

Recommendation 6. Agency Human Capital should develop a new strategic plan aligned with current leadership priorities, ensure the Agency Human Capital workforce is briefed on its content, and regularly assess progress toward achieving the stated goals and objectives.

Management Comments

Management concurred with the recommendation. By December 31, 2027, AHC will complete its new strategic or operational plan, ensuring its efforts are closely aligned with the Agency's overall FY 2028–FY 2032 strategic plan. AHC will engage its workforce throughout the planning process to ensure transparency and alignment, foster buy-in, and enhance engagement and accountability.

OIG Response

GPO's concurrence and planned actions are responsive to this recommendation.

CUSTOMER AND PARTNER RELATIONSHIPS

Finding 4. AHC Strengthened Customer Satisfaction and Expanded Strategic Recruitment Partnerships.

We found that the AHC office demonstrated positive progress in strengthening customer relationships and expanding strategic recruitment partnerships between FY 2023 and FY 2025. Interviews with 26 hiring managers indicated that overall satisfaction with AHC hiring actions improved over the review period, with 73 percent reporting increased satisfaction between FY 2023 and FY 2025, despite identifying opportunities for further process improvements. Similarly, survey responses from 192 employees hired during the same period showed that more than half were satisfied with the overall hiring process and the timeliness of communication provided by AHC.

In evaluating the customer and partner relationships maintained by the TAATD, we considered the perceptions of GPO hiring managers and recently hired GPO employees as the primary AHC customers. We also considered recruitment-related outreach and partnerships maintained by AHC with external entities.

Hiring Managers

We interviewed 26 hiring managers to gauge their overall satisfaction with the hiring process and various phases of the hiring process during FYs 2023 – 2025. While areas of suggested improvement were voiced, 73 percent stated that their level of satisfaction with AHC hiring actions had increased between FY 2023 and FY 2025.

Survey Results

We also received survey responses from 192 employees who onboarded between FY 2023 and FY 2025. Over half of the respondents were satisfied with the overall hiring process and the timeliness of communication from AHC.

GPO Partnerships

In addition to the *Human Capital Strategic Plan FY 2023 – 2027* previously discussed, GPO developed the *Strategic Recruitment Plan 2023 – 2029*. This plan was created based upon GPO's desire to implement an active recruiting strategy to attract a new generation of employees. Goal 3 of this plan was to continue to establish and build relationships with schools and trade organizations. As a result of these efforts, GPO is now partnered with more than 100 universities through various online platforms and has also established relationships with trade schools and professional organizations around the country. These universities, trade schools, and organizations are contacted by AHC when GPO job opportunities are announced. In addition, between FY 2023 and FY 2025, AHC attended seven targeted in-person recruitment events.

Overall, these efforts demonstrate AHC's commitment to improving the customer experience for hiring managers and applicants while implementing strategic initiatives to enhance recruitment outreach and build sustainable talent pipelines.

APPENDICES

Appendix A. Table of Recommendations

Recommendation	Management Response	Status	Return on Investment
Director			
1. Establish and implement an agency-wide, end-to-end hiring goal that defines the expected total time to hire, from initial request for personnel action through entrance on duty. This goal should align, to the extent practicable, with benchmarks used by other federal agencies and government-wide guidance.	Management concurred with the recommendation. By December 31, 2026, the agency will leverage the Human Capital Dashboard to track end-to-end hiring, monitor progress against the new hiring goals, identify and address bottlenecks, and provide regular updates to management and stakeholders. In addition, the agency will move away from the monthly goal cycle established by prior AHC leadership and revise performance plans for AHC personnel to incorporate the updated hiring metrics and enhanced tracking requirements.	Open	Non-monetary - Improve management controls. <i>Implementing end-to-end hiring goals will provide AHC personnel with clear timelines for each stage of the hiring process.</i>
2. Improve hiring timelines by focusing on the identified bottlenecks from Hiring Review Board approval to Tentative Job Offer.	Management concurred with the recommendation. By June 30, 2027, the agency will deploy a new recruiting and staffing software solution to automate data flows, eliminate manual touchpoints, and eliminate duplicative keying of information. In addition, FY 2027 AHC performance plans will include critical elements to meet newly established deadlines for recruitment and Human Capital Dashboard documentation. AHC leadership will also ensure clear and consistent communication of new hiring timeline expectations to AHC team members.	Open	Non-monetary - Improve management controls. <i>Focusing on identified bottlenecks in this portion of the hiring process will reduce hiring timelines by ensuring hiring actions do not sit idle and continue moving through the process.</i>
3. Improve hiring timelines by focusing on the identified bottlenecks from Tentative Job Offer to Entrance On Duty.	Management concurred with the recommendation. In addition to action noted above in response to Recommendation 2, by December 31, 2026, AHC will schedule quarterly meetings with its agency partners to ensure regular communication and sustain efficient operations. These meetings will focus on the workflow from the tentative job offer to the start of duty to ensure	Open	Non-monetary - Improve management controls. <i>Focusing on identified bottlenecks in this portion of the hiring process will reduce hiring timelines by ensuring hiring actions do not sit idle and continue moving through the process.</i>

Recommendation	Management Response	Status	Return on Investment
Director			
	the hiring pipeline remains efficient, pinpoints new problem areas, and identifies continuous opportunities for improvement.		
4. Review, then revise, or cancel all Talent Acquisitions & Transactions Division Directives and Instructions older than four years, in accordance with GPO Directive 001.1E.	Management concurred with the recommendation. By December 31, 2026, the agency will review all Talent Acquisitions & Transactions Division directives and instructions older than four years and create a plan to update or cancel the identified documents as appropriate. The plan will be coordinated with GPO's Administrative Services Division and implemented according to a defined and agreed-upon schedule.	Open	Non-monetary - Improve management controls. <i>Maintaining updated policies reduces the likelihood of errors and omissions in the execution of AHC-related functions.</i>
5. Maintain current and consistent organizational charts that align with approved budgeted positions and staffing levels across GPO's HC system of record.	Management concurred with the recommendation. By September 30, 2027, the agency will add an approval stage for Agency Financial Management within the Workforce Management Module that houses organizational charts. The agency will also begin the development of a new function within the module which will differentiate between funded and unfunded positions.	Open	Non-monetary - Improve management controls. <i>Maintaining accurate organizational charts ensures consistency in permanent records, serves as a beacon for critically understaffed groups, and enhances overall transparency with the GPO workforce and associated unions.</i>
6. Agency Human Capital should develop a new strategic plan aligned with current leadership priorities, ensure the Agency Human Capital workforce is briefed on its content, and regularly assess progress toward achieving the stated goals and objectives.	Management concurred with the recommendation. By December 31, 2027, AHC will complete its new strategic or operational plan, ensuring its efforts are closely aligned with the agency's overall FY 2028–FY 2032 strategic plan. AHC will engage its workforce throughout the planning process to ensure transparency and alignment, foster buy-in, and enhance engagement and accountability.	Open	Non-monetary - Improve management controls. <i>Developing a new strategic plan and regularly assessing its progress, forces employee focus, accountability, and improvement, ensuring agency goals are achieved.</i>

Appendix B. Scope and Methodology

Scope

Our team of inspectors performed a component inspection of Agency Human Capital's Talent Acquisitions & Transactions Division. The inspection focused on four component areas: Mission Performance, Management Effectiveness, Customer and Partner Relationships, and Resource Management.

The organizational scope of the inspection was Agency Human Capital. The timeframe of the inspection was between FY 2023 and FY 2025.

Methodology

The inspection team:

- Interviewed 31 AHC staff members and 26 Hiring Managers.
- Collected and analyzed survey results from 192 employees onboarded during FYs 2023 – 2025.
- Reviewed laws and regulations, GPO Directives, policies, and procedures, and other records maintained by Agency Human Capital.
- Reviewed performance plans for relevant personnel within the Talent Acquisitions, Positions Management & Recruitment Branch and the Transactions, Onboarding & Processing Branch.
- Reviewed strategic plans setting forth recruitment and hiring goals, objectives, and key efforts, as well as documentation of progress toward those goals, objectives, and key efforts.
- Analyzed End-to-End hiring timelines for 443 new employees.

This inspection was conducted in accordance with the Council of the Inspectors General on Integrity and Efficiency's *Quality Standards for Inspection and Evaluation*, December 2020 (Blue Book).

Appendix C. Abbreviations

AAS	Agency Administrative Services
AFM	Agency Financial Management
AHC	Agency Human Capital
CFR	Code of Federal Regulations
CHCO	Chief Human Capital Officer
COE	Certificate of Eligibles
DD	Deputy Director
DE	Delegated Examining
E2E	End to End
EOD	Entrance on Duty
FY	Fiscal Year
GPO	Government Publishing Office
HC	Human Capital
HCF	Human Capital Framework
HR	Human Resource
HRB	Hiring Review Board
HRO	Human Resources Officer
JOA	Job Opportunity Announcement
OIG	Office of the Inspector General
OPM	U.S. Office of Personnel Management
RGDP	Recent Graduate Development Program
SOP	Standard Operating Procedure
SPF	Secure Production Facility
TAATD	Talent Acquisitions & Transactions Division
TAPMRB	Talent Acquisitions Position Management & Recruitment Branch
TJO	Tentative Job Offer
TOPB	Transactions, Onboarding & Processing Branch

Appendix D. TAATD Policy List

List of Policies Provided by AHC⁹

Policies Provided by AHC as of 2/3/2026	Policy Number	Issue/Revision Date	Type
Alternative Work Schedule Program	645.17A	1/28/2026	Directive
Medical Services	665.23	1/27/2026	Directive
Authorization of Annual Pay Adjustment for Calendar Year 2025 ¹⁰	640-387	4/4/2025	Notice
Telework Program	645.19D	1/10/2025	Directive
Recent Graduate Development Program	625.38B	10/28/2024	Directive
Merit System Principles and Prohibited Personnel Practices	615.9A	9/24/2024	Directive
Compensatory Time Off for Religious Observances	645.26	9/6/2024	Directive
Workers' Compensation Program	665.5C	8/27/2024	Directive
Administrative Grievance System	680.1C	7/26/2024	Directive
Humanitarian Leave	645.14A	3/25/2024	Directive
Stennis Alternate Passport Facility Permanent Weekend Shift	615.10	11/21/2023	Directive
Closure, Delayed Arrival, and Early Dismissal Policy for Inclement Weather Conditions and Similar Emergency Situations	645.1E	10/27/2023	Directive
Contingency Plan for Funding Lapse	640.10D	9/27/2023	Directive
Procedures Detailing How Teleworking Employees Can Obtain Office Supplies	645.25	6/2/2023	Directive
GPO Leave Regulations ¹¹	645.13B	3/29/2023	Directive
Pay Setting upon Realignment of Customer Services Regional Teams	640-385	1/24/2023	Notice
Probationary Period for Newly Appointed Managers and Supervisors	610.9B	9/15/2022	Directive
Selective Service Registration Requirement for Appointment	610.22	9/14/2022	Directive
GPO Apprenticeship Program	625.37	6/7/2022	Directive
Crediting Experience of Job Applicants	001-2022	4/4/2022	Notice
GPO Recruitment Incentive Program	640.13A	11/4/2021	Directive
Within-Grade and Step Increases	640.5B	12/3/2020	Directive

⁹ The Inspection Team's request for data asked for all policies that govern Recruitment and Staffing. AHC provided the list identified in Appendix D. Directives and Instructions overdue for review (based on information included in the GPO intranet site for GPO directives) are indicated in red.

¹⁰ This Notice was superseded on June 11, 2026, subsequent to AHC providing the information in Appendix D.

¹¹ This Directive was updated on June 11, 2026, subsequent to AHC providing the information in Appendix D.

Policies Provided by AHC as of 2/3/2026	Policy Number	Issue/Revision Date	Type
Medical Exams for Officers and Police Applicants	610.19	12/6/2024	Directive
Reemployment Priority List	610.18	11/13/2020	Directive
Timely Processing of Personnel Actions	615.3A	11/12/2020	Directive
Senior Level Service (SLS)/Senior Technical Service (STS) Program	610.14C	11/21/2019	Directive
Delegation of Authority for Personnel Actions	110.1M	7/18/2019	Directive
Applicant Cutoff for Government Publishing Office (GPO) Vacancy Announcements	610-21	2/12/2019	Notice
Delegated Examining Applying and Adjudicating Veterans' Preference Using Category Rating	001-2018	7/20/2018	Notice
Voluntary and Uncompensated Services	900.4	6/22/2016	Directive
General Pay Administration	640.7E	11/7/2014	Directive
Pathways for Students and Recent Graduates	610.15A	2/15/2013	Directive
Restrictions on the Employment and Supervision of Relatives	610.6C	9/24/2012	Directive
Federal Merit Promotion Plan	615.2C	4/11/2011	Directive
Federal Career Intern Program	625.36	5/21/2009	Directive
Applying Veteran's Preference in Excepted Service Recruitment	610.17	5/21/2009	Directive
Law Enforcement Availability Pay ¹²	640.15	12/27/2007	Directive
GPO Relocation Incentive Program	640.14	12/13/2007	Directive
Category Rating	615	5/25/2006	Directive
GPO Retention Allowance Program	640.12	8/30/2005	Instruction
Personnel Records Management by Supervisors	620.2B	10/14/1987	Instruction
Regulations Governing Detail of Employees	615.1B	9/22/1987	Instruction
Pay Systems in the Government Printing Office	640.6A	4/11/1986	Instruction
Grade Level Criteria for Journeyman Bindery Workers and Journeyman Bindery Worker Leaders in the Binding Division	640.9A	1/9/1985	Instruction
Probationary Period ¹³	610.3A	9/29/1976	Instruction
Position Classification Appeal Procedure	680.3	4/30/1972	Instruction
Position Classification	635.1	7/7/1971	Instruction

¹² This Directive was updated on May 6, 2026, subsequent to AHC providing the information in Appendix D.

¹³ This Instruction was updated on April 8, 2026, subsequent to AHC providing the information in Appendix D.

MEMORANDUM

Date: September 3, 2026
To: Inspector General
Subject: Agency Response to the OIG Draft Report on the Recruitment & Staffing Inspection

Thank you for the opportunity to offer the Agency's response to the Office of the Inspector General (OIG) Draft Report on the Recruitment & Staffing Inspection (26-02-CI).

In General

We appreciate the opportunity to review and respond to the findings and recommendations presented by the OIG in the Recruitment and Staffing Inspection report. The report covers the period of Fiscal Year 2023, 2024, and 2025. OPM also inspected FY23 recruitment during CY 2024. Over this period, the Agency has been committed to bringing additional transparency, collaboration, and accountability to recruitment at GPO.

GPO agrees with the recommendations and will complete the actions outlined in the responses to improve overall efficiency and effectiveness in the recruitment and staffing process moving forward.

Agency Response to Recommendations in the Draft Report

Recommendation 1

Establish and implement an agency-wide, end-to-end hiring goal that defines the expected total time to hire, from initial request for personnel action through entrance on duty. This goal should align, to the extent practicable, with benchmarks used by other federal agencies and government-wide guidance.

GPO concurs with this recommendation.

The Agency agrees that an end-to-end hiring goal can be a useful tool for driving efficiency and providing transparency for Agency customers and applicants.

While enhancing hiring speed is vital, it is important to uphold rigorous standards to ensure quality hires. Speed must not come at the expense of thorough candidate evaluation, including the expanded use of multi-hurdle assessments in the hiring process. GPO hiring managers have successfully filled critical journey person Proofreader positions by using work sample assessments. Although these assessments extend the hiring timeline, results from the past fiscal year show they reliably predict job performance and

effectively support GPO's mission. Agency Human Capital (AHC) will continue to pursue excellence by recruiting top talent aligned with GPO's values and goals.

AHC also notes that average hiring timelines do provide a useful benchmark; relying solely on this metric can obscure important variations and outliers within the process. Averages may not capture the impact of exceptionally lengthy or expedited cases, nor do they reflect the full range of factors influencing individual hiring actions.

Beginning in FY27, AHC leadership will leverage the Human Capital (HC) Dashboard to track end-to-end hiring, monitor progress against the new hiring goals, identify and address bottlenecks, and provide regular updates to management and stakeholders. AHC will publish an HC Notice establishing these goals during Q1 FY27. Goals will be set in collaboration with Agency leadership and will consider hiring timelines used by other federal agencies and government-wide guidance, including OPM's 80-day model. Aligning hiring timelines with federal standards and improving transparency will reduce delays, improve candidate experience, and support GPO's mission to build a high-performing workforce.

Improving hiring speed is a collaborative effort that requires active engagement from hiring managers and our partners in personnel security. Hiring managers play a critical role in shaping recruitment strategies and making timely decisions throughout the selection process, while personnel security teams ensure swift and thorough candidate vetting. By fostering open communication and close coordination among these groups, the Agency can streamline hiring workflows, address potential delays, and deliver a more efficient and responsive recruitment experience for all involved.

To support the transition to an end-to-end timeline-tracking model beginning in FY27, AHC will move away from the monthly goal cycle established by prior AHC leadership. AHC performance plans will be revised to incorporate the updated hiring metrics and enhanced tracking requirements for FY27. These changes will ensure that staff accountability aligns with agency-wide goals and that progress toward the new benchmarks is consistently measured and reported. By embedding these metrics into performance evaluations, the Agency aims to foster a culture of transparency and continuous improvement throughout the hiring process. Tracking metrics related not only to timeliness but also to candidate quality and customer satisfaction will remain integral to our ongoing improvement efforts.

The Agency expects to complete this recommendation by December 31, 2026.

Recommendation 2

Improve hiring timelines by focusing on the identified bottlenecks from Hiring Review Board approval to Tentative Job Offer.

GPO concurs with this recommendation.

AHC leadership will prioritize eliminating bottlenecks to make the hiring process more efficient and transparent for AHC Management and hiring managers alike. To achieve this, AHC will focus on technology integration, process improvement, and performance accountability.

AHC recently acquired a new recruiting and staffing software solution, with deployment scheduled for early FY27. Implementing this new software includes building seamless interfaces with core internal and external systems. These interfaces will automate data flows, eliminate manual touchpoints, and eliminate duplicative keying of information.

The HC Dashboard will be updated to reflect the new hiring timelines planned for release in Q1 of 2027. The HC Dashboard's interface will be redesigned to focus on target dates rather than timeline groupings, improving visibility for all stakeholders.

To ensure accountability moving forward, FY27 performance plans will include critical elements to meet newly established deadlines for recruitment and HC dashboard documentation. AHC leadership will also ensure clear and consistent communication of hiring timeline expectations to AHC team members.

Ultimately, these targeted improvements will reduce bottlenecks, allowing AHC to better serve its agency's customers and reliably meet its talent acquisition goals.

The Agency expects to complete this recommendation by June 30, 2027.

Recommendation 3

Improve hiring timelines by focusing on the identified bottlenecks from Tentative Job Offer to Entrance On Duty.

GPO concurs with this recommendation.

The Agency is committed to increasing efficiencies throughout the entire hiring process. Many of the improvements that will eliminate bottlenecks from a tentative job offer to entrance on duty include technology integration, process improvement, and performance accountability, as detailed in the Agency's response to Recommendation 2.

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Because this portion of the hiring process involves stakeholders outside Agency Human Capital's control, AHC will work with agency partners to better define and document deliverables and associated timeframes.

Furthermore, to ensure accountability moving forward, FY27 performance plans will include critical elements related to meeting newly established deadlines for pre-employment processing and HC dashboard documentation. AHC leadership will also ensure clear and consistent communication of hiring timeline expectations to AHC team members.

AHC plans to schedule quarterly meetings with its agency partners to ensure regular communication and sustain efficient operations. These meetings will focus on the workflow from the tentative job offer to the start of duty. This collaboration will ensure the hiring pipeline remains efficient, pinpoints new problem areas, and identifies continuous opportunities for improvement.

The Agency expects to complete this recommendation by December 31, 2026.

Recommendation 4

Review, then revise, or cancel all Talent Acquisitions & Transactions Division Directives and Instructions older than four years, in accordance with GPO Directive 001.1E.

GPO concurs with this recommendation.

AHC is actively updating outdated directives, prioritizing those with the greatest impact on current operations. AHC hired a new policy officer in FY25, who has developed SOPs for revising and maintaining AHC directives. It should be noted that many of these directives require collaboration with other business units, potential union review, and approval through a system developed and managed by ASD.

AHC released 17 new or updated notices and directives over FY25-26. Nine directives are in the process of being revised, and seven of these are expected to be submitted to ASD for final approval in Q1 of FY27:

- 644.4D Corrective Action 2/1/21
- 640.7E General Pay Administration 11/7/14
- 665.12 Drug-Free Workplace Program 2/15/90
- 665-89 Drug-Free Workplace Program 11/13/91
- 665.14 Drug-Free Workplace Policy 1/13/89
- 665.19 Drug and Alcohol Testing for Employees Required to Possess a Commercial Driver's License 1/26/96
- 665.20 Alcohol and Drug Testing Program for Employees Authorized to Carry Firearms 8/11/98
- 665.16 Alcohol-Free Workplace Program 4/14/93

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- 640.8B Uniforms and Allowances 11/30/92

AHC has maintained open communications with ASD regarding the maintenance of our directives, including working within their framework to cancel directives. To address this recommendation specifically, AHC will review all Talent Acquisitions & Transactions Division directives and instructions older than four years and create a plan to update or cancel the identified documents as appropriate. The plan will be coordinated with ASD and implemented according to a defined and agreed-upon schedule.

The Agency expects to complete this recommendation by December 31, 2026.

Recommendation 5

Maintain current and consistent organizational charts that align with approved budgeted positions and staffing levels across GPO's HC system of record.

GPO concurs with this recommendation.

Agency Human Capital and Agency Financial Management agree that the Workforce Management Module (WMM) should provide an accessible, integrated view of budgeted positions within the organizational chart.

Unlike static organizational snapshots, the WMM organizational charts serve as living documents. Managers continually refine these structures to maintain operational continuity, adapt to shifting market forces, and proactively meet evolving customer needs. Consequently, organizational planning occurs dynamically throughout the year and is not strictly confined to the annual budget season.

To support forward-looking business strategies, business units utilize the charts as planning tools to map out branch growth, manage departmental restructuring, address succession planning, and execute vacancy pipelines. Depending on the scenario, the WMM can reflect current realities and future plans by displaying both approved, budgeted positions and proposed "to-be model" charts. The system balances operational flexibility while maintaining financial and administrative oversight through automated workflows. Historically, all organizational charts generated within the module require formal approval from AHC and executive leadership. However, we plan to add an additional level of validation/approval from the Office of Finance. Also, it should be noted that system controls in the HC Dashboard require all vacancy requests to be approved through the Hiring Review Board (HRB), which is comprised of the Deputy Director, Chief Human Capital Officer (CHCO), and the Chief Financial Officer (CFO), ensuring that every position authorized for active recruitment is fully funded and budgeted.

Agency Human Capital and the Office of Finance will begin to work on a new function within the Workforce Management Module which will differentiate between funded and unfunded positions.

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The Agency expects to complete this recommendation by September 30, 2027.

Recommendation 6

Agency Human Capital should develop a new strategic plan aligned with current leadership priorities, ensure the Agency Human Capital workforce is briefed on its content, and regularly assess progress toward achieving the stated goals and objectives.

GPO concurs with this recommendation.

AHC leadership recognizes the importance of developing a new strategic plan that reflects the priorities of the current leadership. Currently, GPO as an agency is preparing its FY28–FY32 Strategic Plan. AHC will follow suit by developing its strategic plan throughout FY27, ensuring its efforts are closely aligned with the timeline of the Agency’s overall FY28–FY32 strategic plan. By coordinating the development of AHC’s plan to nest within the broader Agency framework, AHC will support organizational coherence and facilitate seamless integration of its goals with Agency-wide priorities.

AHC will engage its workforce throughout the planning process to ensure transparency and alignment. This approach will foster buy-in, engagement, and accountability, positioning Agency Human Capital as a strategic partner in advancing the Agency’s mission.

It is important to note that Agency direction may shift toward adopting operational plans rather than maintaining separate strategic plans for individual business units. AHC will proceed with implementing the appropriate plan, ensuring alignment with organizational priorities and goals.

The Agency expects to complete this recommendation by December 31, 2027.

Thank you again for the opportunity to provide the Agency’s input on this product from your office. The Agency spent approximately 30 hours preparing this response. If you have any questions, please contact me.



HUGH NATHANIAL HALPERN

**cc: Deputy Director
General Counsel**