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2027 Top Management Challenges for the U.S. Government Publishing Office

OIG Report Number 27-02


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RESULTS IN BRIEF

The Purpose of This Report

The Reports Consolidation Act of 2000[1] requires the Executive Branch Inspectors General to identify and report annually on the most serious management and performance challenges facing their agencies. The U.S. Government Publishing Office (GPO), Office of the Inspector General (OIG), adopted this requirement as a best practice. Top management challenges provide a forward-looking assessment of the coming year to help GPO focus on the most serious management issues.

What We Considered

We examined past and ongoing audits, inspections, and investigations to identify top management challenges. We analyzed new programs and activities that could pose significant challenges. We also examined GPO's Annual Reports, Budget Justification Reports, and Strategic Plans for issues facing the agency. Finally, we assessed and acknowledged GPO's progress in addressing challenges identified in the previous year. For Fiscal Year (FY) 2027, there are four continuing top management challenges.

2027 Top Management Challenges:

Challenge 1: Human Capital. GPO has made progress in strengthening its workforce, reducing attrition, and advancing key goals under the *FY 2023–2027 Human Capital Strategic Plan*, yet challenges remain. The agency needs to develop the next generation of a skilled workforce as the current one continues to age. Agency Human Capital's (AHC) current and planned innovative recruitment efforts will play a critical role in addressing GPO's workforce needs.

Challenge 2: Fraud Risk Management. GPO needs a strategic, organization-wide approach to managing fraud risk and establishing effective anti-fraud controls. Consistent with the Government Accountability Office's (GAO) April 2023 recommendations for federal agencies, GPO should take proactive measures to identify, assess, and mitigate fraud risks. Such a program would provide a structured framework for identifying and addressing fraud risks and would demonstrate senior management's commitment to maintaining the integrity of GPO and its employees. Although GPO has taken steps to reduce fraud risk, including the planned update to the Materials Management Acquisition Regulation (MMAR) and updated internal controls, contractor evaluations, and vendor verifications, additional proactive measures are needed.

Challenge 3: Aging Physical Plant. The GPO Washington, D.C. complex comprises four buildings that support a range of critical operations, including printing presses, passport production lines, administrative offices, and space occupied by tenant agencies. Over time, the combined effects of aging, sustained use, weather exposure, and numerous short-term modifications have contributed to the deterioration of the physical plant. These conditions present ongoing concerns regarding operational productivity, facility reliability, and employee safety.

Challenge 4: Financial Viability. GPO faces several financial challenges, including decreased demand for products, declines in federal customer agency budgets, and more frequent and longer appropriations lapses. Management noted a decrease in demand for products produced by Government Integrated Print Services (GIPS) and Government Publishing and Print Procurement (GP3). A decrease in GPO revenues can have wide-ranging implications for the agency, including implementation of its 5-year strategic goals.

[1] Reports Consolidation Act of 2000, Pub. L. No. 106-531, 114 Stat. 2537 (2000).


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Changes from the Previous Report

We considered the following to update this report: (1) demonstrated leadership commitment to addressing issues; (2) plans for implementing corrective measures; (3) programs to monitor the corrective action; and (4) demonstrated progress in implementing the corrective measures.

The lapse in appropriations from October 1 through November 12, 2025, delayed the publication of the FY26 Report. The report was issued three months later than scheduled. The challenges identified in the FY26 Report have been carried over into this report.



Challenge 1: Human Capital.

GPO faces challenges with efficiency, updated policies and procedures, and workforce and succession planning in human capital operations.

Overview: GPO continues to make progress in succession planning. However, the agency still faces challenges in recruiting new talent, hiring efficiency, and replacing an aging workforce. Additionally, GPO must continue updating outdated policies to ensure its workforce practices remain current, effective, and responsive to organizational needs.

Why this is a Challenge: In Director Hugh Halpern's testimony to Congress in 2026, he identified one of GPO's biggest challenges as the age of the workforce. While Director Halpern testified that the "retirement cliff" the GPO workforce had previously faced had been pushed back several years, the agency still needs to focus on hiring the next generation of professionals, specifically craftspeople.[2] Though GPO has previously made headway in these areas, in part by leveraging the Recent Graduate and Apprenticeship Programs, the agency faces new challenges, including the suspension of the Recent Graduate Program, as we reported in our FY 2026 report.

AHC also faces the challenge of keeping pace with the agency's increased recruitment efforts to target key, critical, hard-to-fill positions. Specifically, AHC's delay between validating a hiring need and providing a tentative offer has led to inefficient hiring and onboarding of new personnel.

Workforce and succession planning represent another significant challenge confronting GPO. Due to the agency's smaller size, workforce changes, such as the retirement of key personnel, can significantly impact GPO operations. GPO had a reduction in the number of retirement-eligible employees over the last three years, from 50 percent in 2024 to approximately 33 percent in 2026.[3] However, this amount still represents a significant share of the agency workforce.

GPO progress: The agency reports a decrease in the annual attrition rate from 8.4 percent in FY 2024 to 6.9 percent in FY 2025 and to 4.4 percent for the first two quarters of FY 2026; see the figure below.

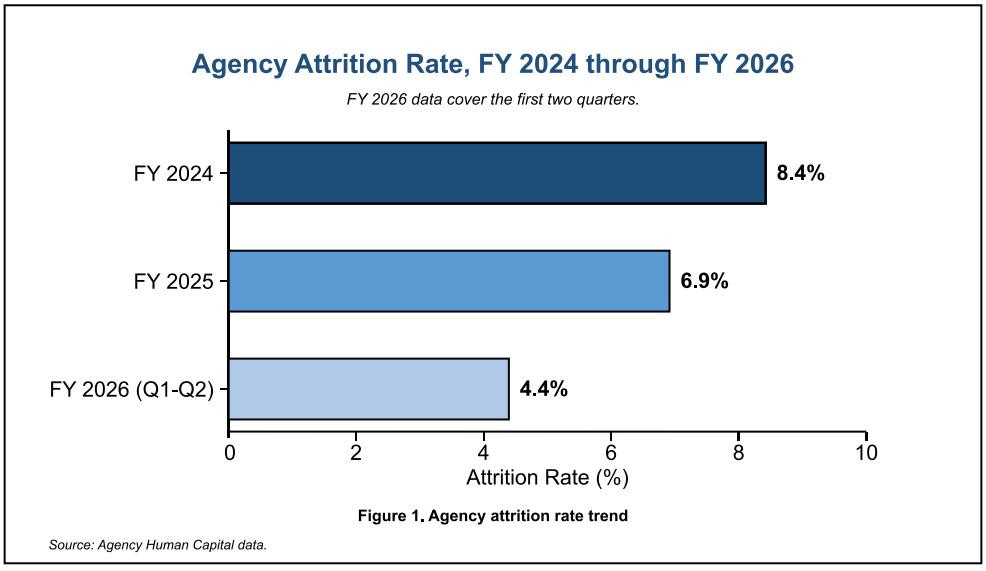


Figure 1. Agency attrition rate trend

Source: Agency Human Capital data.

[2] U.S. House of Representatives, Committee on Appropriations, Subcommittee on Legislative Branch, Budget Hearing – Library of Congress & U.S. Government Publishing Office, 119th Cong. (Mar. 6, 2026).

[3] According to GPO's Chief Human Capital Officer, as reported on 1/13/2026 at an Executive Staff Meeting.

Challenge 1: Human Capital. (Continued)

GPO faces challenges with efficiency, updated policies and procedures, and workforce and succession planning in human capital operations.

The *FY 2023-2027 Human Capital Strategic Plan* outlined four goals and 19 key efforts. These goals focus on strategic alignment, talent management, performance culture, and evaluation.[4] In support of these efforts, AHC's dedicated Strategic Workforce Planner[5] has created and issued a suite of tools to assist Business Unit (BU) leaders with succession planning – planning for and managing current and future workforce needs, implementing strategies to attract, hire, develop, and retrain talent, and closing knowledge, skill, and competency gaps[6] – and workforce analysis, which focuses on evaluating workforce efficiency, identifying emerging shortages, gaps, and skill surpluses, and setting strategies to address these areas across specific occupational and organizational areas in both the near and long term.[7] AHC's Strategic Workforce Planner has already provided desk-side reviews, guidance, in-depth analysis, and planning for several business areas, including AHC, GP3, Pre-Press, and Library Services and Content Management.

AHC continues to implement several recommendations from an internal succession management study, including a strategic workforce plan, conducting exit interviews, and drafting a phased retirement policy.[8]

In support of AHC's recruitment strategy, the agency began a six-month pilot program with an external public company to recruit new talent; expanded the use of Schedule A hiring[9]; and began establishing a new hand-binding apprenticeship program.[10] Additionally, although the agency's recent graduate program is currently inactive, AHC is planning recruitment for recent graduates, focused on engineering to start.[11]

Lastly, AHC's Workforce Development, Education, and Training branch offers Leadership Evaluation and Development classes twice a year and is preparing to launch a mid-career leadership development program called Supervisory to Manager Excellence Training.[12]

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[4] U.S. Government Publishing Office, Human Capital Strategic Plan FY 2023–2027.

[5] Per AHC, the Strategic Workforce Planner works as a strategic advisor to Business Units and supports functions to address short-, mid-, and long-term workforce planning activities to develop, recruit, and identify talent to meet the mission of the agency in alignment with the strategic plan. This includes assessing human capital risk and identifying, formulating, and recommending strategies for business unit leaders to implement to address their workforce needs and meet their business objectives.

[6] U.S. Government Publishing Office, Human Capital Strategic Plan FY 2023–2027, Goal 2 - Talent Management.

[7] Ibid., Goal 1 - Strategic Alignment.

[8] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026).

[9] Schedule A is a federal hiring authority that allows agencies to appoint qualified individuals with disabilities to eligible positions on a noncompetitive basis. See 5 C.F.R. § 213.3102(u).

[10] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026).

[11] Email from GPO Chief Human Capital Officer, September 3, 2026.

[12] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026).

Challenge 2: Fraud Risk Management.

GPO needs a strategic approach to managing fraud risks and developing effective anti-fraud controls.

Overview: Fraud involves obtaining something of value through willful misrepresentation, whether financial or nonfinancial.[13] All GPO BUs are at risk of fraud, such as misreporting time and attendance, providing misinformation, or steering contracts. However, the highest risk to GPO is through procurement fraud. Two GPO BUs handle procurement. GP3 contracts with vendors to produce and distribute information, products, and services for all three branches of the federal government. The Agency Acquisitions (AA) BU provides GPO with internal acquisitions and contracting support.

The GAO's 2015 report, *A Framework for Managing Fraud Risks in Federal Programs*, serves as a guide for agency managers.[14] The report outlines four components for managing fraud risks:

1. creating an organizational culture to combat fraud at all levels of the agency;
2. conducting regular fraud risk assessments tailored to particular programs to identify and assess associated risks;
3. designing and implementing a strategy with specific controls to mitigate assessed fraud risks and collaborating to help ensure effective implementation; and
4. evaluating outcomes using a risk-based approach to adapt controls to improve fraud risk management.

The GAO issued numerous recommendations since 2015 to help federal agencies manage their fraud risks, many of which have not been fully implemented. The GAO issued a follow-up report in April 2023 titled *Fraud Risk Management*.[15] The report identified five areas in which federal agencies need to take additional actions to help ensure they are effectively managing fraud risks. Specifically, agencies need to take additional actions related to:

1. designating an entity to lead fraud risk management,
2. assessing fraud risks,
3. designing and implementing an anti-fraud strategy,
4. using data analytics to manage fraud risks, and
5. managing fraud risks in emergencies.

Managers of GPO programs maintain the primary responsibility for enhancing program integrity and administering their programs to prevent fraud, waste, and abuse.

[13] U.S. Government Accountability Office, Standards for Internal Control in the Federal Government, GAO-25-107721 (Washington, D.C.: May 2025).

[14] U.S. Government Accountability Office, A Framework for Managing Fraud Risks in Federal Programs, GAO-15-593SP (Washington, D.C.: July 28, 2015).

[15] U.S. Government Accountability Office, Fraud Risk Management: Key Areas for Federal Agency and Congressional Action, GAO-23-106567 (Washington, D.C.: April 13, 2023).

Challenge 2: Fraud Risk Management. (Continued)

GPO needs a strategic approach to managing fraud risks and developing effective anti-fraud controls.

Why this is a Challenge: GPO lacks a Fraud Risk Management Program. GPO should consider creating a program that has defined responsibilities and a direct reporting line to senior-level managers. While managers of federal programs may perceive a conflict between fulfilling the program's mission and safeguarding taxpayer dollars from improper use, proactively managing fraud risks can ensure that taxpayer dollars and government services serve their intended purposes.

OIG has previously identified fraud risks in GPO operations. Specific examples include GPO not taking steps to ensure that contracted services were met; not requiring final invoice certification (under penalty of perjury); not certifying that vendors or contractors have complied with material conditions to obtain payment and not independently verifying that conditions were met prior to payment; and evidence of contracts not including a right to audit clause.

Further, two former GPO contract employees pleaded guilty to fraudulent activities. One steered contracts by recommending a particular contractor to their supervisor.[16] The second forged employment offer letters.[17] The establishment of a Fraud Risk Management Program will enable the GPO to strategically mitigate previously identified fraud risks and identify and mitigate existing and future ones.[18]

GPO progress: GP3 aims to reduce fraud risk through contractor evaluations, competitive procurement practices, and market research activities. Agency Force Protection (AFP) briefed AA on recognizing behaviors and vulnerabilities that could indicate an insider threat. AFP also reviews supply chain vulnerabilities to identify weaknesses that may create opportunities for fraud.[19]

AA continues developing a supplement to the MMAR, last updated in 2003. According to GPO, the update is approximately 40 percent complete, and it will align with the October 2025 Federal Acquisition Regulatory Advisory Council. It is anticipated that an updated MMAR will provide greater clarity to GPO personnel involved in the contracting process, including reviewing documents and performance, and reporting potential fraud. The MMAR was added to GPO's Priority Programs and Projects List in 2024 and remains on the 2026 list.[20]

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[16] U.S. Department of Justice, U.S. Attorney's Office for the Eastern District of Virginia, "Maryland Woman Pleads Guilty to Taking Bribes to Steer Government Contracts" (press release, Sept. 20, 2024).

[17] U.S. Department of Justice, U.S. Attorney's Office for the District of Columbia, "Maryland Resident Pleads Guilty in D.C. Apartment Fraud Using Fake Government Job Offers" (press release, June 17, 2026).

[18] U.S. Government Publishing Office, Office of Inspector General, Fiscal Year 2024 Top Management Challenges for the U.S. Government Publishing Office, OIG Report No. 24-01 (Oct. 30, 2023).

[19] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026), p. 5.

[20] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026), p. 7.

Challenge 2: Fraud Risk Management. (Continued)

GPO needs a strategic approach to managing fraud risks and developing effective anti-fraud controls.

According to the agency, Contracting Officer Representatives (CORs) are the primary watchdogs for evidence of contract fraud, waste, and abuse. The CORs monitor individual contractor performance, ensuring that deliverables meet requirements, by acting as technical liaisons, inspecting work, documenting performance, and reporting to the Contracting Officer. The CORs are obligated to report potential perceived fraud, waste, or abuse related to government contracts. Discrepancies are reported to the Contracting Officer, in accordance with GPO Directive 1215.1C, *Program to Eliminate Fraud, Waste, and Abuse in GPO Programs and Operations*, issued June 25, 2026, if necessary.[21]

GPO previously reported it plans to establish a Fraud Risk Management Panel to manage the prevention, discovery, awareness, education, and response to fraud risk across the agency. As of the 4th quarter of FY 2026, that panel has not yet been established. According to GPO, senior leadership is evaluating the best approach to support an enterprise-wide fraud risk management framework scaled to agency operations. In the meantime, fraud risk management responsibilities are spread across the agency's core business functions. Individual BUs maintain fraud prevention, detection, and oversight practices tailored to their respective operational environments.[22]

When established, the referenced panel should mitigate fraud risk across GPO.

[21] Ibid., p. 6.

[22] Ibid., p. 6.

Challenge 3: Aging Physical Plant.

GPO's needs for building and infrastructure modernization continue, although significant progress has been made.

Overview: The GPO Washington, D.C., physical plant consists of four buildings constructed between 1903 and 1938, encompassing approximately 33 acres of total floor space. The facilities support GPO's critical mission operations and house printing and passport production equipment, administrative and office space, and tenant agencies, including the U.S. Capitol Police.

As described in a 2017 historical picture archive publication documenting GPO's buildings, the facilities were originally designed as industrial structures but were intentionally constructed to complement the surrounding residential, commercial, and government buildings. Despite their imposing size, the buildings were designed to blend into the surrounding environment. Visitors over the decades were often surprised to discover that the large red buildings contained a fully operational factory.[23]

Today, the physical plant continues to serve as a critical hub for GPO operations, housing nearly 1,000 employees and the extensive production equipment required to support full-scale printing and passport production. The age and continued intensive use of these facilities underscore the importance of sustained investment in maintaining, modernizing, and preserving the physical plant to support safe, reliable, and efficient operations.

Why this is a Challenge: The maintenance backlog at the GPO in Washington, D.C., has led many building systems to reach or exceed their expected lifespans. The restoration projects must compete with modernization efforts for the same limited resources to improve operational efficiency and support the agency's mission. Additionally, while infrastructure restoration projects inherently increase safety, it is crucial that the Top 10 Safety Hazards are incorporated into the agency's project portfolio to ensure that life, health, and safety issues receive the necessary attention. Prioritizing restoration not only supports mission objectives but also enhances safety, making the competition for resources a critical factor in achieving agency goals.

GPO progress: In our FY 2026 Top Management Challenges report, we highlighted three of GPO's priority projects that were originally planned to be completed by May 2023. The project statuses remain largely the same and are not yet complete, as provided below:

1. The Garage and Basement Concrete Repair Project. The agency continued work on Phase 2 of the project, which includes repairs to the basement concrete and sidewalks. The project is intended to address deteriorated concrete conditions and improve the safety and functionality of these areas. The agency received approval for supplemental funding to complete Phase 2, which was to be carried out in accordance with the agency's project prioritization results. According to GPO, as of June 2026, the project was with the AA BU. Construction proposals were due in July 2026, and depending on pricing, the agency planned to award a contract by the end of FY 2026.[24]

2. The Government Secure and Intelligent Documents (GSID) Loading Dock Project, phase 2, is scheduled to be initiated upon completion of the Smart Manufacturing project, projected for March 2028. According to the agency, the project status remains unchanged, and phase 2 is expected to be completed in calendar year 2028.[25]

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[23] U.S. Government Publishing Office, Picturing the Big Shop: Photos of the U.S. Government Publishing Office, 1900–1980 (Washington, DC: U.S. Government Publishing Office, 2017).

[24] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026), p. 8.

[25] Ibid., p. 8.

Challenge 3: Aging Physical Plant. (Continued)

GPO's needs for building and infrastructure modernization continue, although significant progress has been made.

3. IT Data Center Design Project status remains the same as our FY 2025 report: requiring a contract modification due to a design change, necessitated by structural steel concerns due to the chillers' weight.[26] According to GPO, the agency reported that the project is nearing completion, expects to receive the final design by the end of this calendar year, and begin steps toward a construction contract in calendar year 2027.[27]

GPO has continued to prioritize infrastructure renewal and targeted facility improvements. These efforts are intended to address deferred maintenance, improve system reliability, and reduce risks to personnel, operations, and mission performance. For example, during the past year, GPO completed priority repairs to critical building systems, expanded preventive maintenance, and adopted a more risk-informed approach to addressing high-priority facility requirements at the Washington, D.C. complex.

To improve the physical condition of the complex and mitigate associated safety and productivity risks, GPO has undertaken targeted investments in health and safety, building integrity, and workplace functionality. These actions have included repair or replacement of deteriorated components, improvements to building system reliability, and installation of a new 8-Color Press Facility, which enhances production capability and supports more efficient and dependable operations.[28]

In addition, the agency is completing a $52 million Smart Manufacturing Facility this year to house GPO's next-generation passport production capability. This investment represents a major modernization effort that will replace aging production infrastructure with more efficient, secure, and reliable operations.[29]

[26] U.S. Government Publishing Office, Office of Inspector General, Fiscal Year 2025 Top Management Challenges for the U.S. Government Publishing Office, OIG Report No. 25-02 (Dec. 10, 2024).

[27] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026), p. 8.

[28] Ibid., p. 8.

[29] Ibid., p. 8.

Challenge 4: Financial Viability.

GPO needs to mitigate customer budget constraints, increased production and maintenance costs, and decreased demand for GPO products and services.

Overview: In recent years, GPO has seen a decrease in customers' demand for print products across the federal government. Moreover, government customers are increasingly cost-sensitive, with funding reductions and recurring funding lapses creating greater uncertainty for many federal agencies in 2026 and beyond.

Why this is a Challenge: Funding uncertainties at many federal agencies, due to budget cuts and recurring appropriations lapses, have resulted in decreased revenue for GPO this year and are likely to continue in FY 2027. Moreover, GPO's federal customers are pressuring GPO to keep costs low due to the budget cuts. GPO Director Halpern noted during a May 2026 town hall meeting that, due to the 6-week lapse in appropriations at the start of FY 2026, GIPS experienced revenue declines for some of its products. Congressional hearings and the Federal Register were both down 27 percent and 54 percent, respectively. GSID saw revenue from producing smartcards down 10 percent in 2026. GP3, the second largest revenue-producing unit after GSID, also showed a decrease in revenue. Print revenue was down 21 percent, orders shipped were down 29 percent, and GPO Express was down 42 percent compared to FY 2025. The lapse in appropriations also resulted in delinquent vendor payments, resulting in the loss of approximately $97,000 in early payment discounts. In fact, GPO management found that some vendors halted shipments of needed supplies due to unpaid invoices, highlighting a supply-chain risk that could halt production of items such as U.S. passports and smart cards if stockpiles run out.[30]

Revenue losses can have a significant impact on GPO, as fees collected from other federal agencies constitute the majority of GPO's funding each year. If GPO does not bring in enough revenue, it may put full implementation of its 5-Year Strategic Plan's goals at risk, (1) including automating manufacturing and administrative processes, (2) developing new software solutions for customers, (3) providing more secure credentials through innovation, (4) transitioning to electronic processes, (5) digitizing historic records, and (6) expanding in-house publishing services. GPO's revenues also aid in employee recruitment, retention, and development through training offerings and annual bonuses for meeting revenue goals.[31]

GPO progress: GPO established a funding arrangement with the Department of State to reimburse GPO for tariffs on products used in passport production. Tariff costs are identified and tracked with the requisitioning, ordering, and payment processes for subsequent reimbursement. GPO has found that other BUs have had minimal, if any, tariff-related impacts. As a result, tariffs have been removed from this top management challenge.

GPO BUs are working to increase the number of reimbursable products and services, including new secure cards, distribution services contracts, and new product designs for customers such as The White House. An interdepartmental working group is nearing completion of a new five-year GPO marketing plan that focuses on customer outreach, including contacting agencies not currently doing business with GPO. The agency has also adjusted customer rates to increase revenue and has continued implementing new technologies to reduce costs by improving efficiency.[32]

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[30] Hugh Nathanial Halpern, Director, U.S. Government Publishing Office, remarks at GPO Town Hall Meeting, May 2026.

[31] U.S. Government Publishing Office, Strategic Plan, 2023–2027: America Informed (Washington, DC: U.S. Government Publishing Office, 2022).

[32] U.S. Government Publishing Office, Memorandum from Hugh Nathanial Halpern, Director, to the Inspector General, "Status Updates and Progress on the OIG Report of the FY 2025 Top Management Challenges for GPO" (June 25, 2026), p. 9. (While titled as an update to the FY 2025 Top Management Challenges, the memorandum reflected an update to the FY 2026 Top Management Challenges.)


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