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

JUNE 2025

U.S. Government Publishing Office

**Inspection Report:
GPO Procured Printing Inspection**

OIG Report Number 25-08

U.S. GOVERNMENT PUBLISHING OFFICE

710

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Date: June 5, 2025

To: Director, U.S. Government Publishing Office

From: Inspector General, U.S. Government Publishing Office

Subject: Final Report— GPO Procured Printing Inspection, Report Number 25-08

The Office of the Inspector General (OIG) conducted an inspection of GPO's Procured Printing. We reported one finding with three recommendations intended to enhance the marketing of GPO services and increase the customer base. The recommendations focus on improvements in marketing to agencies not currently using GPO products and services.

GPO reviewed the draft report and provided comments through the Director. In accordance with the Council of the Inspectors General on Integrity and Efficiency standards for inspections, we reviewed GPO's comments for relevance and completeness and included them in their entirety in Appendix F. Our office is always open to alternatives to meet the intent of the recommendations as the Agency is the best arbiter of how recommendations should be implemented.

GPO concurred with all three recommendations, and its proposed actions were responsive to them. We summarize management's comments and provide a detailed response throughout the body of 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

RESULTS IN BRIEF

What We Did

The OIG inspection team assessed the effectiveness of GPO's Government Publishing & Print Procurement's (formerly Customer Services) key efforts to enhance the marketing of GPO services and increase the customer base, in accordance with the *Customer Services Strategic Plan FY 2023-2027*.[1]

What We Recommend

Our report contains three recommendations intended to enhance the marketing of GPO services and increase the customer base. The recommendations focus on improvements in marketing to agencies not currently using GPO products and services.

What We Found

Finding 1. GPO can improve its marketing efforts by conducting outreach to agencies not currently doing business with GPO and taking steps to implement its Customer Services Strategic Plan. Using the National Account Managers (NAM), GPO can proactively market GPO products and services, especially to those agencies that are not currently GPO customers. Based upon our analysis, only 187 (43 percent) of the potential 439 Federal agencies with which the GPO could conduct business were active GPO customers during FY 2024.

The Government Publishing & Print Procurement marketing email distribution list does not encompass all potential Federal customers. Although the FY 2024 distribution list included over 29,000 email addresses, it contained multiple recipients from the same agencies. After removing those redundancies, we found that the distribution list effectively targeted 245 Federal agencies, which account for 56 percent of the 439 Federal agencies with which the GPO could conduct business.

Government Publishing & Print Procurement has not established tangible implementation steps in accordance with GPO Directive 1100.1C. The *Customer Services Strategic Plan FY 2023-2027*, Goal 4 - Enhance Marketing, contains twelve key efforts, six of which are directed at increasing the customer base and revenue. However, none of these key efforts contain specific and measurable annual growth targets.

The above three factors limit Government Publishing & Print Procurement's ability to achieve growth in their customer base and associated revenue to the fullest potential.

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[1] On January 16, 2025, the GPO Director renamed the Customer Services Business Unit to the Government Publishing & Print Procurement Business Unit. The terms Customer Services and Government Publishing & Print Procurement are used interchangeably throughout the report.

TABLE OF CONTENTS

INTRODUCTION

The inspection team assessed the effectiveness of GPO's Government Publishing & Print Procurement Business Unit to market GPO services and increase the customer base in accordance with the *Customer Services Strategic Plan FY 2023-2027*.[2] The report contains one finding and three recommendations, see Appendix A. The inspection scope and methodology are presented in Appendix B.

Background

Context of the Inspection

We initiated this review from our Fiscal Year (FY) 2025 Annual Work Plan.

The Issue

GPO's mission is to fulfill the federal government's printing needs in accordance with 44 United States Code (U.S.C.) § 501.[3] What GPO cannot produce in-house, it contracts out. Vendors compete for printing jobs that GPO printing experts oversee to ensure that the contractors meet customer quality requirements.

A Government Accountability Office (GAO) review of Federal agency printing plants suggested opportunities for GPO to recover significant volumes of government print business currently done outside of GPO (see *Other Related Coverage* in this report), but did not make any recommendations. GPO responded to the GAO report stating:

> "The [GPO] for many years has relied on our partnership with the private sector printing industry to fulfill the vast majority of orders for printing and binding services requisitioned from us by Federal agencies. This partnership is a model of service provision. The competition for Government printing contracts by thousands of printers nationwide ensures taxpayer savings while generating job opportunities, especially in the small business sector. . . GPO's print procurement partnership with the private sector offers the opportunity for significant savings, provided it is used."

The GPO Director believes GPO will obtain and retain Federal Customers by continuing to provide better value and timely service. As a result, GPO has developed marketing strategies to attract customers.

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[2] On January 16, 2025, the GPO Director renamed the Customer Services Business Unit to the Government Publishing & Print Procurement Business Unit. The terms Customer Services and Government Publishing & Print Procurement are used interchangeably throughout the report.

[3] Some Executive Branch agencies have challenged the print mandate in 44 U.S.C. § 501. See *Veterans4You LLC v. United States* where the Federal Circuit resolved the case without reaching the constitutional question.

Objective

Assess the effectiveness of GPO's efforts to enhance the marketing of GPO services and increase the customer base in accordance with Customer Services' FY 2023-2027 Strategic Plan.

Prior Evaluation Coverage

- None

Other Related Coverage

- National Academy of Public Administration 2013 report, *Rebooting the Government Printing Office*, January 2013

- GAO-13-636, Federal Printing, *Fewer Plants Are in Operation Than in 1990, and Selected Agencies Reported Declining Volumes*, July 17, 2013

- GPO 22-06, *GPO Organizational Transformation Evaluation*, May 19, 2022

Criteria

Laws and Regulations

- 44 U.S. Code § 501, *Government printing, binding, and blank-book work to be done at Government Publishing Office*, as amended

- 44 U.S. Code § 502, *Procurement of printing, binding, and blank-book work by Director of the Government Publishing Office*, as amended

- 44 U.S. Code § 504, *Direct purchase of printing, binding, and blank-book work by Government agencies*, as amended

GPO Standards

- GPO Directive 1100.1C, *Strategic Planning and Performance Reporting Within the Government Publishing Office*, December 6, 2021

- GPO *Customer Services Strategic Plan* FY 2023 – 2027, Goal 4

Other

- Memorandum for the Council to the Director, OMB, *Constitutionality of Proposed Regulations of Joint Committee on Printing*, April 11, 1984

- Joint Committee on Printing, *Delegating JCP Authority to GPO*, December 17, 1998

Joint Committee on Printing

The Joint Committee on Printing (JCP) is one of the oldest joint committees of the Congress. It was established in 1846 and consists of five members from the Senate's Committee on Rules and Administration and five members from the House's Committee on House Administration. The chair and vice-chair alternate between the two chambers every two years.[4] The JCP exercises oversight of government printing and is authorized to "use any measure it considers necessary to remedy neglect, delay, duplication, or waste in the public printing and binding and the distribution of Government publications."[5] In 1990, to assist in carrying out its responsibilities, the JCP updated the Government Printing and Binding Regulations, which require agencies to report semi-annually to the JCP any in-house printing and any printing that exceeds 5,000 production units of a single page or 25,000 production units in the aggregate of multiple pages.[6,7]

According to a GPO official, the JCP once had a large full-time staff and General Counsel. In 1998, due to reductions in funding and staffing, many of the JCP oversight functions were delegated to the Public Printer.[8,9]

Government Publishing & Print Procurement

GPO's Business Unit, Government Publishing & Print Procurement, provides a comprehensive suite of services to ensure a coordinated contracting and printing process for its agencies and contractors. Services include strategic teams that provide direct assistance to assigned agencies, a network of regional coverage, and various procurement vehicles to satisfy specific printing needs. Government Publishing & Print Procurement is organized into four teams. The Sales and Support Services Team was the primary focus of this inspection, as the National Account Managers within that team are responsible for customer development in the procured printing program. See Figure 1 for the Government Publishing & Print Procurement organizational chart.

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[4] 44 U.S.C. § 101.

[5] 44 U.S.C. § 103.

[6] Government Printing and Binding Regulations, JCP, S. Pub. 101-9, Feb. 1990, No. 26.

[7] The GAO reported in 2013, "According to JCP staff, the Committee is aware that the 1990 JCP Regulations do not include duplicating in the definition of printing, and the Committee is working to revise the guidance." See Other Related Coverage.

[8] In December 2014, the title of Public Printer was changed to GPO Director. Pub. L. 113–235, div. H, title I, §1301(c), 128 Stat. 2130, 2537 (2014).

[9] Letter from Senator John Warner, Chairman, Joint Committee on Printing, to the Honorable Michael DiMario, Public Printer, U.S. Government Printing Office, December 17, 1998.

Figure 1: Organizational Chart

GPO **GOVERNMENT PUBLISHING & PRINT PROCUREMENT**
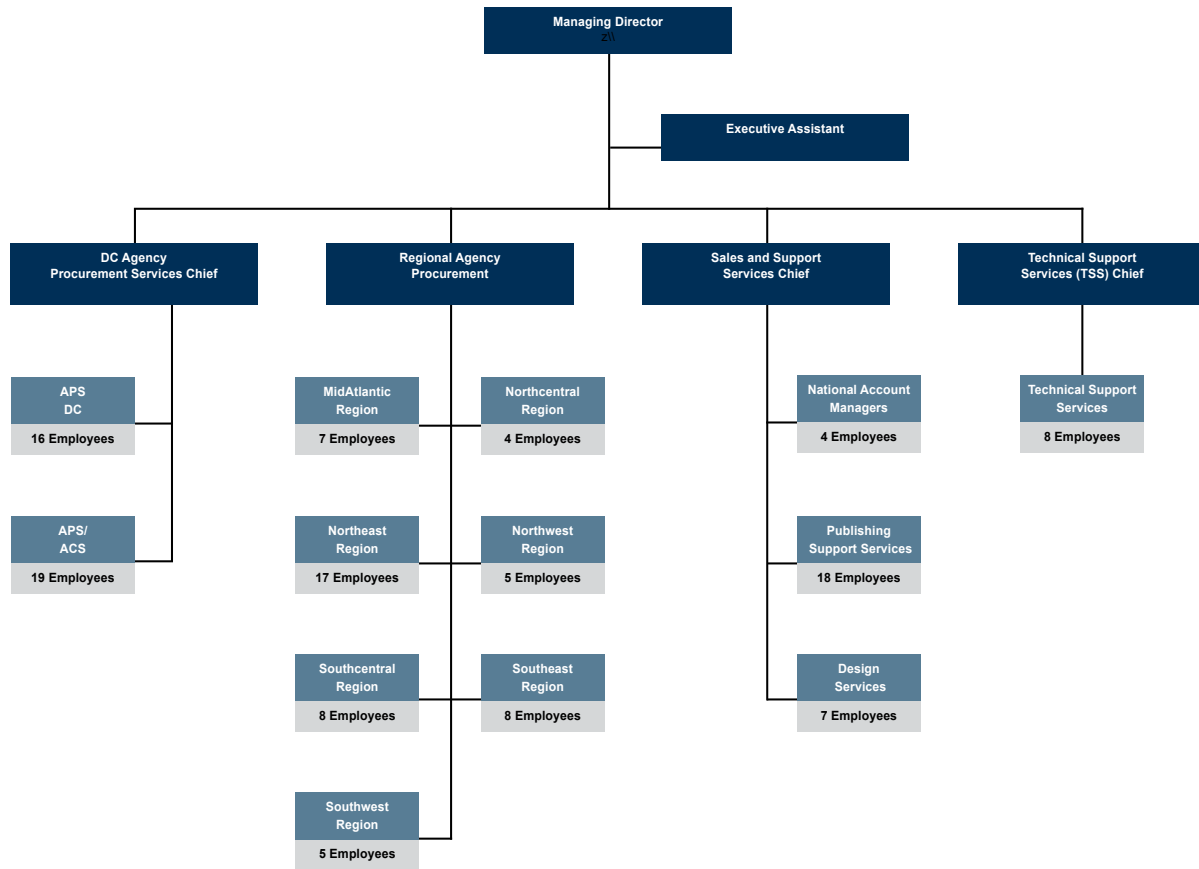
Source: GPO.

Strategic Vision

Government Publishing & Print Procurement's strategic vision is to deliver high-quality, responsive, and innovative services that provide cost-effective solutions for Federal Customers. The *Customer Services Strategic Plan FY 2023-2027* outlines six strategic goals. This inspection specifically focuses on Goal 4 - Enhance Marketing. This goal states: "Through the longstanding services of the Sales and Marketing team for all GPO business units, the primary objective is to determine the needs of our Federal Customers and to provide them with education and consultation while promoting GPO products and services in support of Title 44. This is achieved by identifying new customers, nurturing existing customer relationships, and increasing customer awareness through webinars, email campaigns, social media, and other events." Goal 4 contains 12 key efforts, six of which are aimed at expanding the customer base and increasing revenue. They are:

1. Increase GPO's active customer base through external conferences, customer referrals, Federal Executive Board outreach to include social media posts, program-specific marketing/ advertising campaigns, and monitoring sam.gov.

2. Foster existing and new customer relationships and education with integrated digital media campaigns (IDMs), webinars, meetings, and dormant customer re-engagement.

3. Identify new customers and consult with existing customers to procure work that is not currently coming through GPO.

4. Leverage digital technology tools to increase awareness of GPO brand, products, services, and capabilities among current and potential customers, external or internal, to seek new revenue opportunities.

5. Expand consulting and facilities management services for customers.

6. Promote GPO capabilities to support customer needs to digitize documents, convert data, and develop various forms of media.

All 12 key efforts are listed in Appendix D.

Government Publishing & Print Procurement Revenue Streams

Government Publishing & Print Procurement generates revenue[10] through the following five primary streams:

1. **Procured Printing:** GPO's procurement services offer a wide range of items, including the following:

    a. **Traditional Print:** Books, pamphlets, single-sheet and multi-part forms, folders, posters, business cards, magazines, labels, letterhead, envelopes, and copying.

    b. **Specialty Products:** Secure credentials, Radio Frequency Identification cards, CD/DVD replication, packaging, and library binding of documents.

    c. **Promotional Items:** Mugs, t-shirts, magnets, pens, pencils, mouse pads, and similar items.

    d. **Digital Services:** Scanning and archiving of documents, direct mail services, website design, eBooks, and 508 compliance.

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

2. **Onsite Services:** Customers can work with GPO experts who can help them use a streamlined acquisition process to buy or lease equipment to support and enhance their in-house operations.

3. **GPO*Express*:** A convenient, short-run, quick-turnaround copying contract. Once approved, it allows the customer to place orders directly using a unique GPO*Express* card to make purchases at designated locations nationwide.

4. **Online Paper Store:** A simple, one-stop solution for ordering cut-sheet paper supplies for office copiers and printers.

5. **Creative Services:** Provides graphic design services to Congress, the White House, and other Federal agencies.[11] The team assists agencies by providing guidance to customers and/or by designing the perfect solutions for their graphic communications needs using the latest technologies

National Account Managers

The National Account Managers (NAM) identify current and future customer needs and assist Federal agency content creators in reaching their audiences by using the most appropriate and cost-effective tools GPO offers. The NAM group also serves as an Agency resource for communicating with customers on new and changing GPO services and products. The NAM group is intended to cultivate new relationships and build upon existing partnerships to have a positive impact on GPO's overall growth.

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[11] On January 16, 2025, the GPO Director renamed Creative Services to Government Design Services. The terms Creative Services and Government Design Services are used interchangeably throughout the report.

INSPECTION RESULTS

Finding 1. GPO can improve its marketing efforts by conducting outreach to agencies not currently doing business with GPO and taking steps to implement its Customer Services Strategic Plan.

Using the National Account Managers (NAM), GPO can proactively market GPO products and services, especially to those agencies that are not currently GPO customers.[12] The Government Publishing & Print Procurement marketing email distribution list does not encompass all potential Federal Customers. Government Publishing & Print Procurement has not established tangible performance goals and measures in accordance with GPO Directive 1100.1C. These factors limit Government Publishing & Print Procurement's ability to achieve growth in their customer base and associated revenue to the fullest potential.

Criteria:

- 44 U.S. Code § 501, *Government printing, binding, and blank-book work to be done at Government Publishing Office*, as amended

- 44 U.S. Code § 502, *Procurement of printing, binding, and blank-book work by Director of the Government Publishing Office*, as amended

- 44 U.S. Code § 504, *Direct purchase of printing, binding, and blank-book work by Government agencies*, as amended

- GPO Directive 1100.1C, *Strategic Planning and Performance Reporting Within the Government Publishing Office*, December 6, 2021

- *Customer Services Strategic Plan FY 2023 – 2027*, Goal 4

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[12] Consistent with the sfs.opm.gov language, as used in this report, the term "agencies" includes Executive, Legislative and Judicial Branch departments, agencies, sub-agencies, bureaus, boards, commissions, committees, and quasi-official agencies.

The NAMs have not identified or initiated contact with those agencies who are not currently GPO customers.

As detailed further in this report, based upon OIG analysis, only 187 (43 percent) of the potential 439 Federal agencies with which GPO could conduct business were active GPO customers during FY 2024.[13] See Figure 2.

Figure 2. FY 2024 Government Publishing & Print Procurement Customers

187
(43%)

252
(57%)

■ Agencies with GPO Purchases   ■ Agencies with No GPO Purchases
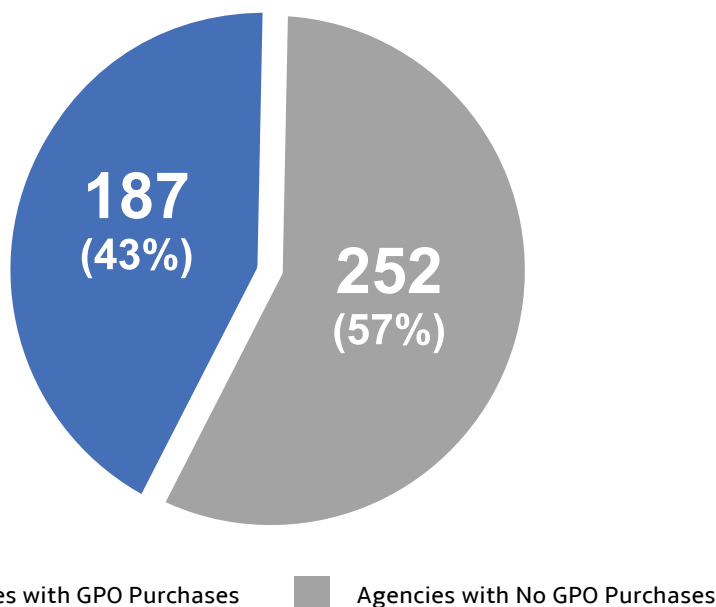
Source: OIG Analysis.

The exact number of Federal agencies can vary depending on the definition and the reporting source. To determine the total number of potential Federal Customers, we identified three public sources, each listing a similar number of Federal agencies.

The CyberCorps Scholarship for Service website, sfs.opm.gov, maintains a listing of 439 Federal Executive and Non-Executive agencies, which includes the Executive Office of the President, Executive Branch Departments, Executive Department sub-agencies and bureaus, independent agencies, boards, commissions, committees, quasi-official agencies, and agencies within the Legislative and Judicial Branches. We also found an A-Z listing of 435 Federal agencies maintained on usa.gov and a listing of 437 agencies maintained on Federalregister.gov.

Our review of these three data sets revealed they were materially consistent in content. Therefore, we elected to use the largest list of 439 agencies, as maintained at sfs.opm.gov, for our analysis.

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[13] An active customer is defined by the OIG as an agency who made direct procured printing purchases in Fiscal Year (FY) 2024, possessed a FY 2024 GPOExpress purchase card, maintained an active Billing Address Code with Agency Financial Management during FY 2024, or purchased products/services in FY 2024 from Creative Services, Online Paper Store, or Onsite Services.

The Government Publishing & Print Procurement, Sales, and Support Services Team encompasses the NAM group, which employs three business development specialists dedicated to fostering new customer relationships. However, we learned that the NAMs primarily focus on existing customers and respond to incoming inquiries rather than proactively reaching out to potential customers. They receive inquiry information from three main sources: GPO webpage submissions via Ask GPO, emails sent to NAM@gpo.gov, and the GPO Publish procurement system. In FY 2022, the NAMs addressed 856 inquiries, followed by 1,386 in FY 2023 and 1,293 in FY 2024. See Figure 3. We noted that not all inquiries were sales related.

Figure 3. NAM Leads FY 2024 – FY 2022

NAM Lead Tracker
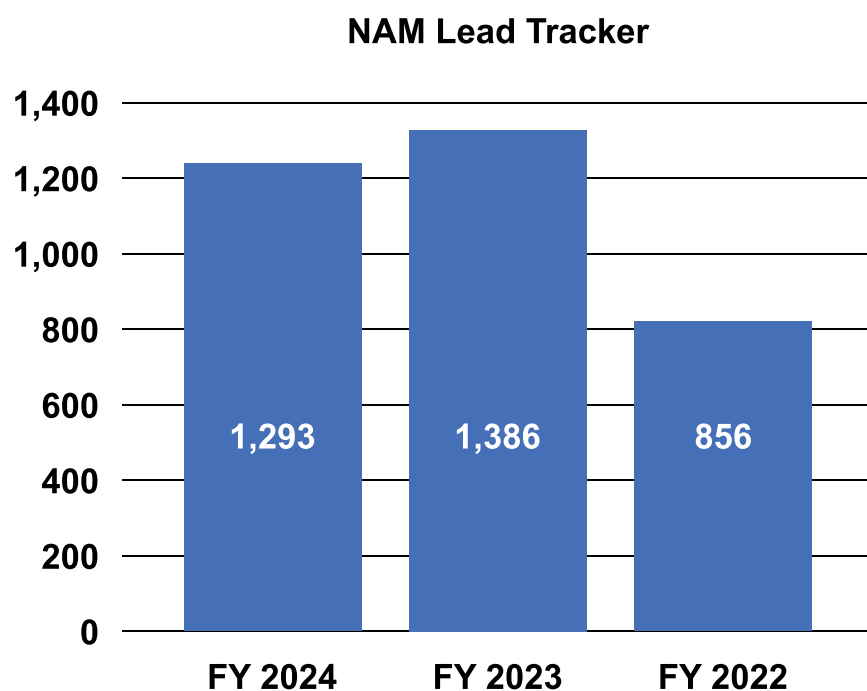
Source: GPO.

Based upon the Government Publishing & Print Procurement organizational chart shown in Figure 1, the current authorized NAM staffing level is three NAMs and one NAM Manager. The Chief of the Sales and Support Services Team supervises the NAM Manager. During our fieldwork and early report writing, both the NAM Manager and Chief of Sales and Support Services positions were vacant due to retirements in May and June 2024.[14] The Managing Director was performing the duties of both the NAM Manager and Chief of Sales and Support Services, as well as their primary duties as Managing Director.[15]

Four Government Publishing & Print Procurement personnel commented that at one time, there were 12 NAMs. Two of those individuals characterized the current NAM efforts as entirely reactive due to NAM staffing reductions. One Government Publishing & Print Procurement employee advised that in 2008, when there were NAMs for each region as well as in Washington, DC, they had more time to talk

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[14] A NAM Manager was hired during the reporting phase of the inspection (February 2025). The Managing Director stated that there is no plan to fill the Chief of Sales and Support Services position in FY 2025.

[15] The Managing Director stated that the Chief of Sales and Support Services position could potentially be filled in FY 2026.

with their customers, had a greater understanding of the needs of their customers, and were better able to spot opportunities to market additional products or services. According to the Managing Director, three NAMs, as currently staffed, are not sufficient.[16]

Furthermore, NAM performance plans do not include standards for engaging with agencies that are not currently doing business with GPO. The NAM's relevant performance goals are largely dependent upon the customer agency initiating contact with GPO and are, therefore, primarily focused on existing customers. The performance goals as stated in a senior NAM's 2025 performance plan are:

- *Collect emails and phone numbers from SF-1s, call by phone and administer a Publish phone survey. A total of between 480 and 624 calls must be made in the FY.*

- *Each quarter, the NAM will contact by email the top 10 agencies in their regions listed on the Current Agency Delta Report by Team. And contact ALL the agencies that are in the 'red' (negative revenue) once each quarter.*

- *A virtual Customer Business Review will be conducted with no fewer than two customers per quarter.*

- *Participate in at least three of the four Boot Camp webinars. Conduct at least two 30-minute product-specific nationwide webinars (to include GPO Publish webinars) per year.*

- *Provide customer support for GPO Publish, including registration, submitting orders, and system navigation.*

Similarly, the draft *Customer Services Marketing Plan FY 24* does not establish standards for engagement with agencies that are not currently conducting business with GPO.

Although the significant reduction in NAM staffing over the years, from 12 to 3, has likely impacted the ability of the NAMs to proactively develop new customers, one Government Publishing & Print Procurement employee acknowledged that even when staffed at greater levels, the NAMs did not make a concerted effort to specifically identify and proactively engage new customers. As mentioned previously, the Managing Director stated that additional NAMs may be warranted to market GPO products and services to their full potential. Therefore, we encourage Government Publishing & Print Procurement and the newly appointed NAM Manager to critically evaluate NAM staffing levels and ensure NAM performance plans include standards regarding proactive efforts to develop new customers.

The Government Publishing & Print Procurement marketing email distribution list does not include all potential Federal Customers.

A marketing specialist manages the Government Publishing & Print Procurement email distribution list. This specialist is currently assigned to the Technical Support and Services group but has previously worked with the NAM group. The distribution list is used for various customer outreach efforts, including integrated digital media campaigns, announcements of upcoming GPO-sponsored training sessions, and the dissemination of the biennial Customer Services Survey.

Although over 29,000 email addresses were noted on the FY 2024 distribution list, it contained multiple recipients from the same agencies. Once those redundancies were removed, we found the distribution list targeted 245 (56 percent) of the 439 Federal agencies listed on sfs.opm.gov. See Figure 4. A list of the 194 agencies that do not appear to be receiving marketing emails from GPO is found in Appendix E.

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[16] Although the Managing Director stated that three NAMs is not sufficient, they want to wait until the new NAM Manager is selected before bringing additional NAMs on board. The Managing Director believes five NAMs would be sufficient.

Figure 4. FY 2024 Government Publishing & Print Procurement Email Distribution

245
(56%)

194
(44%)

■ Agencies Receiving Marketing Emails   ■ Agencies Not Receiving Marketing Emails
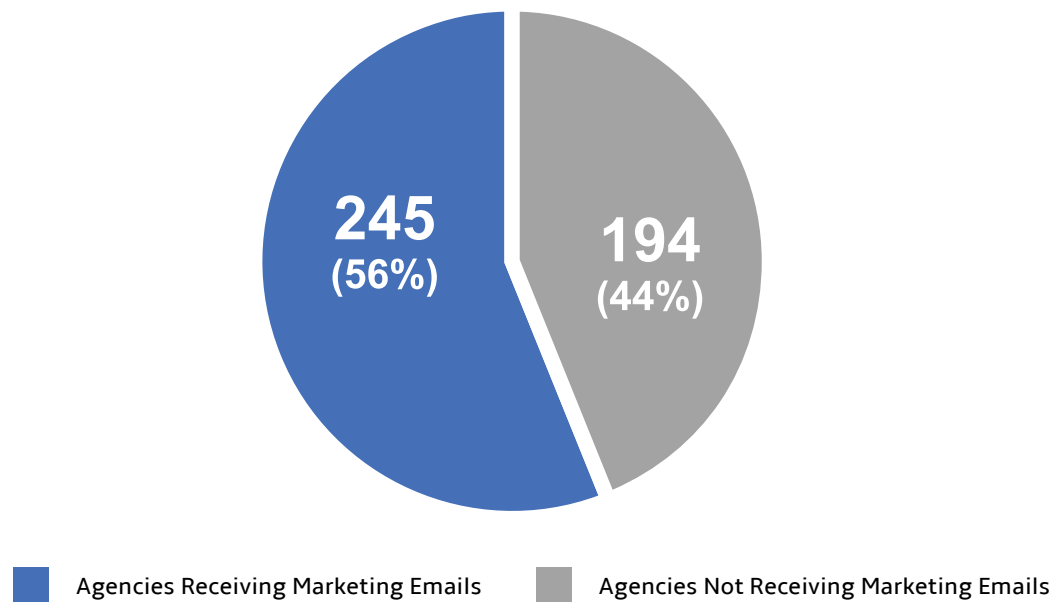
Source: OIG Analysis.

Government Publishing & Print Procurement has not conducted a recent analysis focused on the identification of those agencies not currently doing business with GPO. Multiple Government Publishing & Print Procurement personnel commented on the difficulty in determining and maintaining a valid primary point-of-contact within each Federal agency due to the rotation of customer agency personnel through the designated printing official position or the lack of the position entirely.

The absence of a thorough analysis to identify agencies that do not use GPO, along with the resulting lack of outreach to these agencies, restricts GPO's ability to expand its customer base and maximize revenue.

Government Publishing & Print Procurement has not established tangible performance goals and measures in accordance with GPO Directive 1100.1C.

GPO Directive 1100.1C, *Strategic Planning and Performance Reporting Within the Government Publishing Office* defines Strategic Objectives as trackable through Performance Goals and Performance Measures. Performance Goals and Performance Measures are clear statements outlining the desired level of performance to be achieved within a specified timeframe. These are expressed as tangible, measurable objectives or as quantitative standards, values, or rates that support a Strategic Objective or an Agency Priority Program or Project.

The *Customer Services Strategic Plan FY 2023-2027*, Goal 4 - Enhance Marketing, contains 12 key efforts, six of which are directed at increasing the customer base and revenue. However, none of these key efforts contain tangible and specific growth targets:

1. Increase GPO's active customer base through external conferences, customer referrals, Federal Executive Board outreach to include social media posts, program-specific marketing/advertising campaigns, and monitoring sam.gov.

2. Foster existing and new customer relationships and education with integrated digital media campaigns (IDMs), webinars, meetings, and dormant customer re-engagement.

3. Identify new customers and consult with existing customers to procure work that is not currently coming through GPO.

4. Leverage digital technology tools to increase awareness of GPO brand, products, services, and capabilities among current and potential customers, external or internal, to seek new revenue opportunities.

5. Expand consulting and facilities management services for customers.

6. Promote GPO capabilities to support customer needs to digitize documents, convert data, and develop various forms of media.

Although the draft *Customer Services Marketing Plan FY 24* contains more specificity regarding the above key efforts, no specific growth targets for customers or revenue were noted during our review.

Primary Revenue Streams

As previously stated, Government Publishing & Print Procurement generates revenue through five primary streams: Procured Printing; Onsite Services (951-M contracts) program; GPOExpress (950-S contracts); Online Paper Store; and Creative Services. See Table 1 for details. Other revenue, as shown below, includes reimbursable postage, freight, and other miscellaneous revenue sources. While all other streams increased in FY 2024, the largest revenue source, Procured Printing, decreased as compared to both FY 2023 and FY 2022 data.[17]

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[17] During FY 2022-2024, procured printing accounted for 78 percent of all Customer Service revenue.

Table 1. Government Publishing & Print Procurement Revenue Streams

Source	FY 2024	FY 2023	FY 2022
Procured Printing	$356,064,779	$395,052,732	$378,329,640
Onsite Services	$91,653,072	$84,916,977	$85,901,822
GPO Express	$9,988,573	$8,543,443	$7,007,533
Online Paper Store	$2,309,830	$2,265,691	$2,112,317
Creative Services	$1,051,069	$1,025,596	$824,069
Other	$8,154,022	$5,222,351	$3,939,454
Total	**$469,231,345**	**$497,026,790**	**$478,114,835**

Source: Agency Financial Management.

The decline in procured printing is anticipated, given the overall declining need for printed media among GPO customers. As noted above, the decline in procured printing is partially offset by growth in other revenue sources. While we recognized that Government Publishing & Print Procurement's sales are largely dependent on the fluctuating budgets of its customer agencies, we assessed that there is benefit to the establishment of specific and measurable long-term revenue targets in the strategic plan for each of the primary revenue streams.

Customer Base

In addition to revenue-focused measures, the previously mentioned key efforts also set forth Government Publishing & Print Procurement's overall desire to grow the customer base. Specifically, increase the active customer base, foster new customer relationships, identify new customers, and increase awareness of GPO products and services among new customers. However, we assessed that these customer-based key efforts lacked tangible strategic objectives and specific growth targets. Multiple supervisory Government Publishing & Print Procurement personnel stated they had no role in the development of the strategic plan and acknowledged limited familiarity with the key efforts noted above.

Further, Government Publishing & Print Procurement personnel lacked a consistent understanding of the current customer base. Some individuals believe GPO's customer base consists of any Federal agency. Some GPO officials stated the customer base is best represented by the number of marketing email recipients, a number more than 29,000 in FY 2024. Others believe the customer base is represented by those agencies that have purchased from GPO recently, although recency was not defined. Similarly, while we were informed that Government Publishing & Print Procurement has periodically requested the NAMs to reengage with dormant customers, there was no agreed-upon definition of dormancy. Finally, additional GPO officials stated that the best definition of an active or current customer would be an agency that was assigned a Billing Address Code (BAC) that made purchases during a given fiscal year. However, we noted that an agency could be assigned multiple BACs based on organizational units or geographical locations.

To assess customer growth, we used two primary data sources. The Delta Report and BAC data. The Delta Report uses data generated at the initial printing cost estimate. It is produced by Agency Strategic Programs & GovInfo. BAC data is provided by Agency Financial Management. The Delta Report indicates that there were 93 customer agencies that made purchases in FY 2022, 86 in

FY 2023, and 83 in FY 2024. However, because of how the Delta Report aggregates customer data, the number of customer agencies does not accurately reflect the various contributing sub-agencies.

Based on data provided by Agency Financial Management, the total number of active BACs has remained relatively consistent from FY 2022 through FY 2024. There were 2,629 active BACs in FY 2022, 2,631 in FY 2023, and 2,626 in FY 2024. However, as noted above, a single agency could be assigned multiple BACs.

Summary

As noted previously, the inspection team ultimately elected to use the listing of 439 Federal agencies as maintained on sfs.opm.gov as the benchmark for the number of *potential* GPO customers and conducted additional analysis to determine which of those agencies made purchases from GPO in FY 2024, and which of those agencies received marketing-related emails in FY 2024. As we determined, there were 252 agencies that did not make purchases from GPO in FY 2024 and 194 agencies that did not receive directed email marketing from Government Publishing & Print Procurement in FY 2024. We assess strategic planning to be enhanced by specific targets regarding revenue and the development of new customers for each primary revenue stream.

The Managing Director of Government Publishing & Print Procurement acknowledged that more specific targets were warranted; however, given vacancies in key leadership positions, they have not yet been able to address this issue.

Recommendations

For the Director, GPO:

Recommendation 1. Update the performance plans for the National Account Managers to include standards regarding proactive efforts to develop new customers, and ensure these standards are incorporated into the annual marketing plan.

Management Comments

GPO concurred with this recommendation. By September 30, 2025, the agency will update the performance plans for the National Account Managers to include standards for developing new customers. The updated performance plans will align with GPO's multi-year marketing plan.

OIG Response

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

Recommendation 2. Develop a marketing plan to initiate contact with those agencies not currently doing business with GPO.

Management Comments

GPO concurred with this recommendation. By October 1, 2025, the agency will develop a multiyear marketing plan and identify potential customers not currently using GPO for publishing services. New performance and marketing metrics will be developed and added to the National Account Manager performance plans, and a new system will be established to track customer outreach. Progress toward established targets will be reviewed annually.

OIG Response

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

Recommendation 3. Develop specific and measurable annual targets for customer and revenue growth.

Management Comments

GPO concurred with this recommendation. The Agency will concentrate on increasing the customer base through the identification of new customer agencies. Targets will be developed by October 1, 2025, to determine GPO's success rates for identifying and generating revenue from first-time customers.

OIG Response

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

APPENDICES

Appendix A. Table of Recommendations

Recommendation	Management Response	Status	Return on Investment
Director, GPO			
1. Update the performance plans for the National Account Managers to include standards regarding proactive efforts to develop new customers, and ensure these standards are incorporated into the annual marketing plan.	GPO concurred with this recommendation. By September 30, 2025, the agency will update the performance plans for the National Account Managers to include standards for developing new customers. The updated performance plans will align with GPO's multiyear marketing plan.	Open	Non-monetary –Provide analysis/data to decision makers; improve management controls *Updating performance plans will ensure the National Account Managers are aware of annual targets for new customer development and provide management the opportunity to review performance toward those targets on a regular basis.*
2. Develop a marketing plan to initiate contact with those agencies not currently doing business with GPO.	GPO concurred with this recommendation. By October 1, 2025, the agency will develop a multiyear marketing plan and identify potential customers not currently using GPO for publishing services. New performance and marketing metrics will be developed and added to the National Account Manager performance plans, and a new system will be established to track customer outreach. Progress toward established targets will be reviewed annually.	Open	Non-monetary – Initiate best business practices; provide analysis/data to decision makers; improve systems/processes *Identifying potential customers not currently using GPO for publishing services will facilitate a more efficient and targeted marketing approach by the National Account Managers and could lead to increased procured printing sales.*
3. Develop specific and measurable annual targets for customer and revenue growth.	GPO concurred with this recommendation. The Agency will concentrate on increasing the customer base through the identification of new customer agencies. Targets will be developed by October 1, 2025, to determine GPO's success rates for identifying and generating revenue from first-time customers.	Open	Non-monetary – Initiate best business practices; provide analysis/data to decision makers; improve systems/processes *The development of specific and measurable targets for increases to GPO's customer base will enhance the oversight of marketing efforts and could lead to increased procured printing sales.*

Appendix B. Scope and Methodology

Scope

Our team of inspectors performed this inspection of GPO Procured Printing. Our inspection focused on the Government Publishing & Print Procurement Business Unit. The timeframe of the inspection was Fiscal Years 2022 - 2024.

Methodology

The inspection team:

- Interviewed:

  - Managers, Supervisors, and other personnel within:

    - Office of the Director

    - Government Publishing & Print Procurement

    - Agency Financial Management

    - General Counsel

    - Governmental Affairs

    - Agency Strategic Programs and GovInfo

    - Communications

- Reviewed laws and regulations, GPO Directives, policies, and procedures; previous OIG reports and legal opinions; financial statements; and electronic databases and records.

- Reviewed the Customer Services Strategic Plan Fiscal Year 2023-2027, more specifically, Goal 4 - Enhance Marketing.

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

Appendix C. Abbreviations

BAC	Billing Address Code
FY	Fiscal Year
GAO	Government Accountability Office
IDM	Integrated Digital Media
JCP	Joint Committee on Printing
NAM	National Account Manager
OIG	Office of the Inspector General
U.S.C.	United States Code

Appendix D. Customer Services Strategic Goal 4 Key Efforts

Strategic Plan: Ensure Financial Stability

Strategic Goal 4: Enhance Marketing

Key Efforts:

1. Increase GPO's active customer base through external conferences, customer referrals, Federal Executive Board outreach to include social media posts, program specific marketing/ advertising campaigns, and monitoring sam.gov.

2. Foster existing and new customer relationships and education with integrated digital media campaigns (IDMs), webinars, meetings, and dormant customer re-engagement.

3. Continue to survey Federal customers in order to improve GPO's Customer Experience and gain knowledge on their short- and long-term needs.

4. Identify new customers and consult with existing customers to procure work that is not currently coming through GPO.

5. Evaluate and monitor content on gpo.gov to enhance the user experience for Customer Services' target audiences.

6. Track customer outreach efforts and use a holistic approach to sharing meeting outcomes and opportunities with GPO business units.

7. Leverage digital technology tools to increase awareness of GPO brand, products, services, and capabilities among current and potential customers, external or internal, to seek new revenue opportunities.

8. Collaborate with other GPO business units to identify marketing and promotion opportunities.

9. Expand consulting and facilities management services for customers.

10. Promote GPO capabilities to support customer needs to digitize documents, convert data, and develop various forms of media.

11. Continue to monitor the workload and needs of our customers to identify areas of opportunity.

12. Customer Services and Finance will collaborate to ensure readiness with the Treasury G-Invoicing initiative and necessary customer outreach.

Appendix E. Federal Agencies Not Receiving Marketing Emails

Agency names, as listed below, are formatted consistent with the source document at sfs.opm.gov. Although some of the agencies listed herein may have made purchases from GPO in FY 2024, based on the information provided, the OIG was unable to readily identify a corresponding email address in the Government Publishing & Print Procurement marketing email distribution list for the following agencies.

	Agency Name	Affiliated Agency
1	Administration for Community Living	U.S. Department of Health and Human Services
2	Administration for Native Americans	U.S. Department of Health and Human Services
3	Agency for Toxic Substances and Disease Registry	U.S. Department of Health and Human Services
4	Antitrust Division	U.S. Department of Justice
5	Arms Control and International Security	U.S. Department of State
6	Bankruptcy Courts	U.S. Courts
7	Barry M. Goldwater Scholarship and Excellence in Education Program	Independent Agency
8	Bureau of Consular Affairs	U.S. Department of State
9	Bureau of International Labor Affairs	U.S. Department of Labor
10	Bureau of Justice Statistics	U.S. Department of Justice
11	Bureau of Transportation Statistics	U.S. Department of Transportation
12	Center for Parent Information and Resources	U.S. Department of Education
13	Citizens' Stamp Advisory Committee	U.S. Postal Service
14	Civil Rights Division, Department of Justice	U.S. Department of Justice
15	Commission on Presidential Scholars	U.S. Department of Education
16	Commission on Security and Cooperation in Europe	Independent Agency
17	Committee for the Implementation of Textile Agreements	U.S. Department of Commerce
18	Committee on Foreign Investment in the United States	U.S. Department of the Treasury
19	Community Oriented Policing Services	U.S. Department of Justice
20	Computer Emergency Readiness Team	U.S. Department of Homeland Security

Appendix E continued

	Agency Name	Affiliated Agency
21	Coordinating Council on Juvenile Justice and Delinquency Prevention	U.S. Department of Justice
22	Corporation for National and Community Service	AmeriCorps
23	Court of Appeals for the Armed Forces	U.S. Courts
24	Court of Appeals for the Federal Circuit	U.S. Courts
25	Court of Federal Claims	U.S. Courts
26	Court of International Trade	U.S. Courts
27	Defense Finance and Accounting Service Debt and Claims Management Center	U.S. Department of Defense
28	Defense Health Agency	U.S. Department of Defense
29	Defense Information Systems Agency	U.S. Department of Defense
30	Defense Technical Information Center	U.S. Department of Defense
31	Defense Threat Reduction Agency	U.S. Department of Defense
32	Delta Regional Authority	Independent Agency
33	Dwight D. Eisenhower School for National Security and Resource Strategy	U.S. Department of Defense
34	Economic Growth, Energy, and the Environment	U.S. Department of State
35	Elder Justice Initiative	U.S. Department of Justice
36	Employee Benefits Security Administration	U.S. Department of Labor
37	Employment and Training Administration	U.S. Department of Labor
38	Endangered Species Program	U.S. Fish & Wildlife Service
39	Energy Star Program	Environmental Protection Agency
40	English Language Acquisition Office	U.S. Department of Education
41	Executive Office for Immigration Review	U.S. Department of Justice
42	Farm Credit System Insurance Corporation	Independent Agency
43	Farm Service Agency	U.S. Department of Agriculture
44	Federal Accounting Standards Advisory Board	Independent Agency
45	Federal Consulting Group	U.S. Department of the Interior

Appendix E continued

	Agency Name	Affiliated Agency
46	Federal Court Interpreters	U.S. Courts
47	Federal Executive Boards	Office of Personnel Management
48	Federal Financial Institutions Examination Council	Independent Agency
49	Federal Financing Bank	U.S. Department of the Treasury
50	Federal Geographic Data Committee	U.S. Department of the Interior
51	Federal Home Loan Mortgage Corporation	Federal Housing Finance Agency
52	Federal Housing Administration	U.S. Department of Housing and Urban Development
53	Federal Interagency Committee on Education	U.S. Department of Education
54	Federal Interagency Council on Statistical Policy	Office of Management and Budget
55	Federal Laboratory Consortium for Technology Transfer	National Institute of Standards and Technology
56	Federal Library and Information Center Committee	Library of Congress
57	Federal National Mortgage Association	Federal Housing Finance Agency
58	Federal Reserve System	Independent Agency
59	Federal Student Aid Information Center	U.S. Department of Education
60	Federal Transit Administration	U.S. Department of Transportation
61	Federal Voting Assistance Program	U.S. Department of Defense
62	Foreign Claims Settlement Commission	U.S. Department of Justice
63	Forest Service	U.S. Department of Agriculture
64	Fulbright Foreign Scholarship Board	U.S. Department of State
65	Government National Mortgage Association	U.S. Department of Housing and Urban Development
66	Grain Inspection, Packers and Stockyards Administration	U.S. Department of Agriculture
67	Harry S. Truman Scholarship Foundation	Independent Agency
68	House Office of Inspector General	U.S. House of Representatives
69	House Office of the Clerk	U.S. House of Representatives
70	Indian Arts and Crafts Board	U.S. Department of the Interior

Appendix E continued

	Agency Name	Affiliated Agency
71	Indoor Air Quality	Environmental Protection Agency
72	Information Resource Management College	U.S. Department of Defense
73	Innovation and Improvement Office	U.S. Department of Education
74	Institute of Education Sciences	U.S. Department of Education
75	Interagency Alternative Dispute Resolution Working Group	Federal Mediation and Conciliation Service
76	Interagency Committee for the Management of Noxious and Exotic Weeds	U.S. Department of Agriculture
77	Joint Board for the Enrollment of Actuaries	Internal Revenue Service
78	Joint Chiefs of Staff	U.S. Department of Defense
79	Joint Congressional Committee on Inaugural Ceremonies	Independent Agency
80	Joint Fire Science Program	Independent Agency
81	Joint Forces Staff College	U.S. Department of Defense
82	Joint Program Executive Office for Chemical and Biological Defense	U.S. Department of Defense
83	Judicial Panel on Multidistrict Litigation	U.S. Courts
84	Maritime Administration	U.S. Department of Transportation
85	Marketing and Regulatory Programs	U.S. Department of Agriculture
86	Middle East Broadcasting Networks	U.S. Agency for Global Media
87	Migratory Bird Conservation Commission	U.S. Fish & Wildlife Service
88	Military Postal Service Agency	U.S. Department of Defense
89	Mine Safety and Health Administration	U.S. Department of Labor
90	Mississippi River Commission	U.S. Army Corps of Engineers
91	Multifamily Housing Office	U.S. Department of Housing and Urban Development
92	National Cemetery Administration	U.S. Department of Veterans Affairs
93	National Constitution Center	Independent Agency
94	National Flood Insurance Program	Federal Emergency Management Agency

Appendix E continued

	Agency Name	Affiliated Agency
95	National Gallery of Art	Independent Agency
96	National Guard	U.S. Department of Defense
97	National Health Information Center	U.S. Department of Health and Human Services
98	National Heart, Lung, and Blood Institute	U.S. Department of Health and Human Services
99	National Institute of Arthritis, Musculoskeletal and Skin Diseases	U.S. Department of Health and Human Services
100	National Institute of Corrections	Bureau of Prisons
101	National Institute of Justice	U.S. Department of Justice
102	National Institute of Mental Health	U.S. Department of Health and Human Services
103	National Institute of Occupational Safety and Health	U.S. Department of Health and Human Services
104	National Intelligence University	Defense Intelligence Agency
105	National Interagency Fire Center	Independent Agency
106	National Library of Agriculture	U.S. Department of Agriculture
107	National Ocean Service	National Oceanic and Atmospheric Administration
108	National Park Foundation	National Park Service
109	National Passport Information Center	U.S. Department of State
110	National Pesticide Information Center	Environmental Protection Agency
111	National Prevention Information Network	U.S. Department of Health and Human Services
112	National Telecommunications and Information Administration	U.S. Department of Commerce
113	National War College	U.S. Department of Defense
114	National Weather Service	National Oceanic and Atmospheric Administration
115	Natural Resources Conservation Service	U.S. Department of Agriculture
116	NOAA Fisheries	National Oceanic and Atmospheric Administration
117	Occupational Safety and Health Administration	U.S. Department of Labor
111	National Prevention Information Network	U.S. Department of Health and Human Services
112	National Telecommunications and Information Administration	U.S. Department of Commerce

Appendix E continued

	Agency Name	Affiliated Agency
113	National War College	U.S. Department of Defense
114	National Weather Service	National Oceanic and Atmospheric Administration
115	Natural Resources Conservation Service	U.S. Department of Agriculture
116	NOAA Fisheries	National Oceanic and Atmospheric Administration
117	Occupational Safety and Health Administration	U.S. Department of Labor
118	Office for Civil Rights, Department of Education	U.S. Department of Education
119	Office for Civil Rights, Department of Health and Human Services	U.S. Department of Health and Human Services
120	Office of Career, Technical, and Adult Education	U.S. Department of Education
121	Office of Child Support Enforcement	U.S. Department of Health and Human Services
122	Office of Community Planning and Development	U.S. Department of Housing and Urban Development
123	Office of Compliance	U.S. Department of Labor
124	Office of Cuba Broadcasting	U.S. Agency for Global Media
125	Office of Disability Employment Policy	U.S. Department of Labor
126	Office of Economic Adjustment	U.S. Department of Defense
127	Office of Elementary and Secondary Education	U.S. Department of Education
128	Office of Fair Housing and Equal Opportunity	U.S. Department of Housing and Urban Development
129	Office of Fossil Energy	U.S. Department of Energy
130	Office of Housing	U.S. Department of Housing and Urban Development
131	Office of Immigrant and Employee Rights	U.S. Department of Justice
132	Office of Investor Education and Advocacy	Securities and Exchange Commission
133	Office of Juvenile Justice and Delinquency Prevention	U.S. Department of Justice
134	Office of Lead Hazard Control and Healthy Homes	U.S. Department of Housing and Urban Development
135	Office of Manufactured Housing Programs	U.S. Department of Housing and Urban Development
136	Office of Minority Health	U.S. Department of Health and Human Services
137	Office of Policy Development and Research	U.S. Department of Housing and Urban Development
138	Office of Postsecondary Education	U.S. Department of Education

Appendix E continued

	Agency Name	Affiliated Agency
139	Office of Refugee Resettlement	U.S. Department of Health and Human Services
140	Office of Servicemember Affairs	Consumer Financial Protection Bureau
141	Office of Special Education and Rehabilitative Services	U.S. Department of Education
142	Office of the Federal Register	National Archives and Records Administration
143	Office of the Pardon Attorney	U.S. Department of Justice
144	Office of the Vice President	Office of the President
145	Office of Violence Against Women	U.S. Department of Justice
146	Overseas Private Investment Corporation	U.S. Agency for International Development
147	Pentagon Force Protection Agency	U.S. Department of Defense
148	Pipeline and Hazardous Materials Safety Administration	U.S. Department of Transportation
149	Political Affairs	U.S. Department of State
150	Power Administrations	U.S. Department of Energy
151	President's Council on Fitness, Sports and Nutrition	U.S. Department of Health and Human Services
152	Prisoner of War and Missing in Action Accounting Agency	U.S. Department of Defense
153	Public and Indian Housing	U.S. Department of Housing and Urban Development
154	Public Diplomacy and Public Affairs	U.S. Department of State
155	Radio Free Asia	U.S. Agency for Global Media
156	Radio Free Europe and Radio Liberty	U.S. Agency for Global Media
157	Rehabilitation Services Administration	U.S. Department of Education
158	Research and Innovative Technology Administration	U.S. Department of Transportation
159	Rural Business and Cooperative Programs	U.S. Department of Agriculture
160	Rural Development	U.S. Department of Agriculture
161	Rural Housing Service	U.S. Department of Agriculture
162	Rural Utilities Service	U.S. Department of Agriculture
163	Saint Lawrence Seaway Development Corporation	U.S. Department of Transportation

Appendix E continued

	Agency Name	Affiliated Agency
164	Science Office	U.S. Department of Energy
165	Seafood Inspection Program	National Oceanic and Atmospheric Administration
166	State Justice Institute	Independent Agency
167	Stennis Center for Public Service	Library of Congress
168	Susquehanna River Basin Commission	Independent Agency
169	Taxpayer Advocacy Panel	Internal Revenue Service
170	U.S. Air Force Reserve Command	U.S. Department of Defense
171	U.S. Botanic Garden	Architect of the Capitol
172	U.S. Capitol Police	Independent Agency
173	U.S. Capitol Visitor Center	Architect of the Capitol
174	U.S. Court of Appeals for Veterans Claims	U.S. Courts
175	U.S. European Command	U.S. Department of Defense
176	U.S. Fire Administration	Federal Emergency Management Agency
177	U.S. Fleet Forces Command	U.S. Department of Defense
178	U.S. Marshals Service	U.S. Department of Justice
179	U.S. Mission to the United Nations	U.S. Department of State
180	U.S. National Central Bureau - Interpol	U.S. Department of Justice
181	U.S. Northern Command	U.S. Department of Defense
182	U.S. Parole Commission	U.S. Department of Justice
183	U.S. Southern Command	U.S. Department of Defense
184	U.S. Strategic Command	U.S. Department of Defense
185	U.S. Trustee Program	U.S. Department of Justice
186	Unified Combatant Commands	U.S. Department of Defense
187	USAGov	General Services Administration
188	Veterans Day National Committee	U.S. Department of Veterans Affairs
189	Veterans' Employment and Training Service	U.S. Department of Labor

Appendix E continued

	Agency Name	Affiliated Agency
190	Voice of America	U.S. Agency for Global Media
191	Wage and Hour Division	U.S. Department of Labor
192	Washington Headquarters Services	U.S. Department of Defense
193	Weights and Measures Division	U.S. Department of Commerce
194	Women's Bureau	U.S. Department of Labor

Appendix F. Management Comments

HUGH NATHANIAL HALPERN
Director

MEMORANDUM

Date: May 19, 2025

To: Inspector General

Subject: Agency Response to the OIG Draft Inspection Report on Procured Printing 25-02-II

Thank you for the opportunity to offer the Agency's response to the OIG Draft Inspection Report on Procured Printing 25-02-II.

Agency Response to Recommendations in the Draft Report

Recommendation 1

Update the performance plans for the National Account Managers to include standards regarding proactive efforts to develop new customers, and ensure these standards are incorporated into the annual marketing plan.

GPO concurs with this recommendation.

The Agency will update the performance plans for the National Account Managers (NAM) to include standards for developing new customers with defined metrics to align with the multiyear marketing plan.

The Agency plans to complete these performance plan changes by September 30, 2025.

Recommendation 2

Develop a marketing plan to initiate contact with those agencies not currently doing business with GPO.

GPO concurs with this recommendation.

The Agency will develop a multiyear marketing plan that will include market research, a SWOT Analysis, a Mission Statement, a review of historic sales and customer data, an analysis of GPPP resources available, and identify the potential customers not currently using GPO for their publishing requirements. New performance and marketing metrics will be developed and added to the NAMs' annual performance plans. A system will be established for tracking customer outreach, updating existing customer contact information, and adding new agency contact information will also be established. The multiyear marketing plan will establish targets to measure progress and will be reviewed annually.

The Agency plans to complete the multiyear marketing plan by October 1, 2025.

Recommendation 3

Develop specific and measurable annual targets for customer and revenue growth.

GPO concurs with this recommendation.

The Agency notes, however, the known decline in procured printing is closely associated with reduced expected fiscal budgets and austerity measures that directly impact the printing needs of our customers. GPPP will concentrate on adding to our customer base and identify new customer agencies. To the extent that GPO's customers may still require some printing, there may be opportunities for GPO to grow its customer base as agencies reduce their own procurement headcount. New target metrics will be established to determine success rates for identifying and generating revenue from first time customers.

The Agency plans to complete the establishment of new target metrics by October 1, 2025.

Thank you for the opportunity to provide the Agency's input on this product from your office. The Agency spent approximately 8 hours preparing this management response memo and supporting requests for data and information.

If you have any questions, please contact me.

HUGH NATHANIAL HALPERN

cc: **Deputy Director**
        Chief of Staff
        General Counsel

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