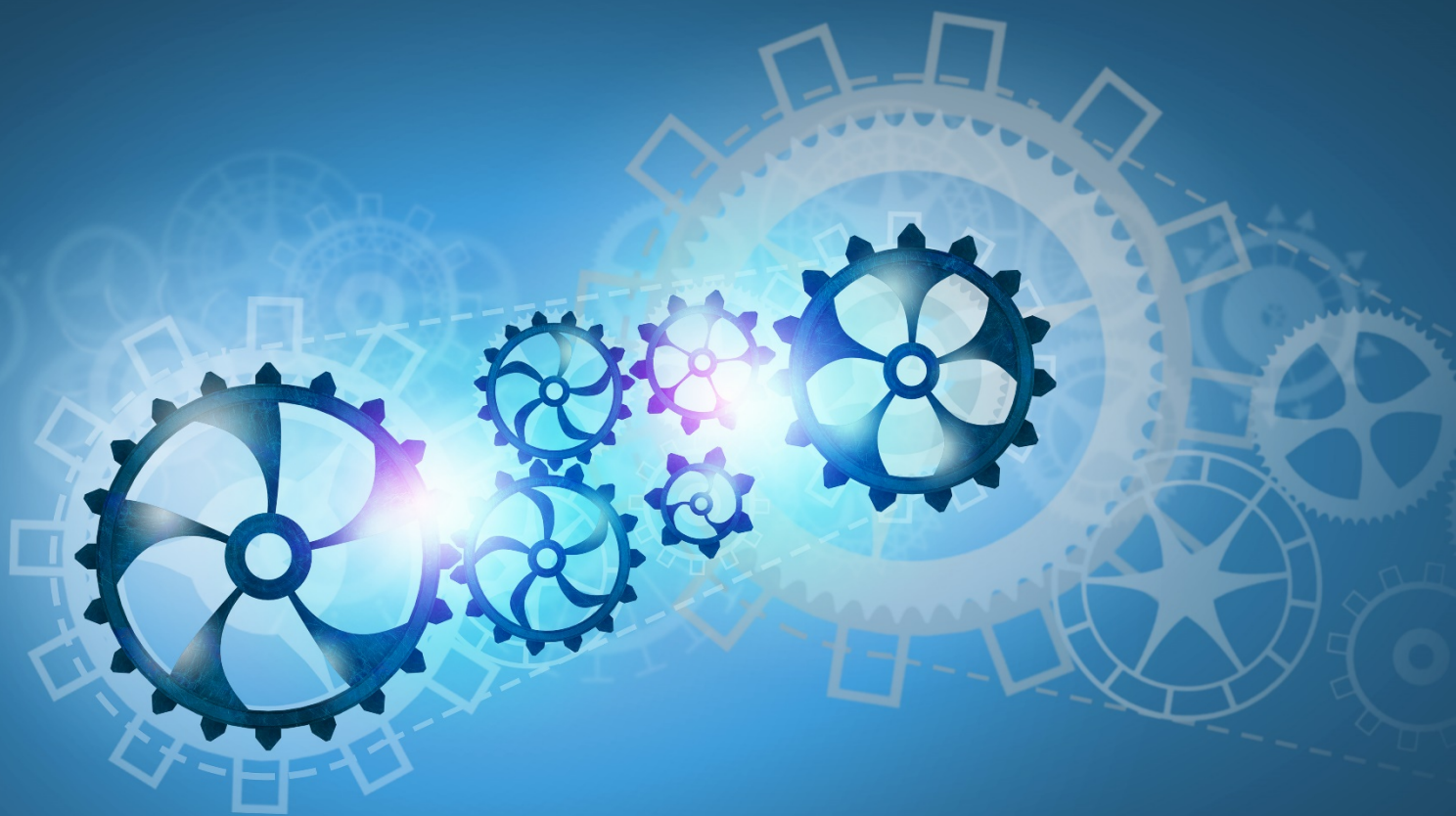


# U.S. Government Publishing Office Office of the Inspector General

## Union Study

Final Report



April 25, 2023  
Prepared by: BDA Global



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



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

MEMORANDUM  
OIG-23-060

**Date**

April 27, 2023

**To**

Director, U.S. Government Publishing Office

**From**

Acting Inspector General

**Subject:**

Final Report – OIG Transmittal Letter for Business Development Associates, LLS (BDA) – Union Study, Report No. 23-05

Enclosed is the subject final report. The Office of the Inspector General (OIG) contracted with BDA Global, LLC to conduct this study. As the report points out, GPO's management and union relations are predominately positive. Moreover, areas for improvement are typical of union/management relationships and are not all unique to GPO. The report includes a complete strengths, weaknesses, opportunities, and threats analysis and contains seven observations and seven considerations. The considerations are tailored to improve the relationship between GPO management and the unions more broadly.

I would also like to note that his report is not a traditional OIG product, in part, because our office does not have oversight authority over any union activities. As a result, BDA relied on voluntary participation from union representatives. Ultimately, I believe the report is most valuable as an educational tool for anyone unfamiliar with the unions whose members are GPO employees.

We appreciate the courtesies extended to BDA Global, LLC, and our staff. If you have any questions or comments about this report, please do not hesitate to contact Connie Greene, Assistant Inspector General for Inspections, at [cgreene@gpo.gov](mailto:cgreene@gpo.gov) or me at [ndeahl@gpo.gov](mailto:ndeahl@gpo.gov).

NATHAN J. DEAHL  
Acting Inspector General

Attachment

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## 1.0 EXECUTIVE SUMMARY

### 1.1 Introduction

The United States Government Publishing Office's (GPO) Office of the Inspector General (OIG) engaged BDA Global, LLC to review and report on the current state of GPO's unions, and to provide a strategic assessment of GPO's effectiveness in dealing with its unions in the form of a strengths, weaknesses, opportunities, and threats (SWOT) analysis. This includes documenting observations and considerations for improvements to GPO management / union relationships.

As such, BDA Global:

- Conducted stakeholder meetings with both GPO management and union representatives
- Summarized each union
- Performed best practices analysis
- Performed a SWOT analysis
- Documented observations and developed considerations based on the data collected

### 1.2 Summary of Results

This report includes a complete SWOT analysis, and contains eight observations and considerations. The following provides a snapshot of the SWOT analysis related to GPO-management / union relations:

- **Strengths**
  - GPO management indicated that morale is high
  - GPO was named as one of America's best employers for the second year in a row
  - The long tenure of existing employees suggests a positive workplace environment
  - The dedicated liaison/labor relations function is an effective relationship management tool
  - The overall positive view of unions by management suggests a strong potential for an effective, smoothly functioning, collaborative relationship
- **Weaknesses**
  - There is room to improve the use of more regularly scheduled communication between GPO management and unions
  - The current Master Labor Agreement (MLA) has not been updated to reflect workplace changes over the last 35 years
  - Union representatives are unsatisfied with the infraction notification process
  - The current use of technology is not optimal
  - There is a reluctance by unions to voluntarily engage in the input process
- **Opportunities**
  - There are opportunities to provide enhanced training and coaching

- There is an opportunity to enhance the GPO's recruiting approach and thereby recruit, develop, and retain more qualified candidates for key positions
- There is a strong potential to achieve improvements to communications through implementing effective feedback loops
- There is the potential for building relationships that foster continuous improvement
- **Threats**
  - The adversarial nature of the GPO management / union relationship is inherent to this type of arrangement and presents a threat that needs to be managed
  - Overall negative views expressed by participating unions, with respect to their relationship with GPO, suggest that there are underlying tensions that need to be addressed
  - There is a risk to institutional knowledge and available skills due to 50% of current staff being eligible for retirement within the next 5 years
  - There is a current perception in the marketplace that certain job categories are obsolete or not desirable

In summary, while the data suggest that GPO management / union relations are generally functional, there are opportunities for improvement, as noted above. These are explored in more detail in the body of the report.

## 2.0 BACKGROUND AND SCOPE OF WORK

### 2.1 Purpose and Background

Created by Congress in June 1860, the GPO began operation on March 4, 1861 with 350 employees. On December 17, 2014, Congress re-designated the agency the U.S. Government Publishing Office. Occupying the corner of North Capitol and H Streets NW, Washington, D.C. from its inception, GPO continues to adopt the most efficient and cost-effective production methods of delivering authentic and secure government documents and products to the American public. GPO's mission is to *Publish trusted information for the Federal Government for the American people* as the official, digital, and secure source for producing, preserving, and distributing official Federal Government publications and information products for Congress, Federal agencies, and the American public. GPO does this by:

1. Producing and distributing information products and services for all three branches of the federal government, including U.S. passports for the Department of State as well as the official publications of Congress, the White House, and other federal agencies in digital and print formats.
2. Providing for permanent public access to federal government information at no charge through the Federal Depository Library Program (FDLP) and GovInfo.
3. Operating distribution centers in Laurel, MD and Pueblo, CO that fulfill orders for government publications.

GPO's workforce includes members from the following eleven unions:

*Table 1: Unions at GPO*

	Union Name
1.	Fraternal Order of Police (FOP) Lodge No. 1
2.	Graphics Communications Conference International Brotherhood of the Teamsters (GCC/IBT), Local 1-C
3.	GCC/IBT, Local 4-B (GCIU Local 4-B)
4.	International Brotherhood of Electrical Workers (IBEW), Local 121
5.	GCC/IBT, Local 285-M (Graphic Arts International)
6.	GCC/IBT, Local 713-S (Federal Printing Workers Union)
7.	Communications Workers of America Columbia Typographical Union (CWA/CTU), Local 101-12
8.	Brotherhood of Painters and Allied Trades (BPAT), Local 1937 (Speculative & Maintenance Painters)
9.	International Association of Machinists and Aerospace Workers (IAM & AW), Local 2135
10.	American Federation of Government Employees (AFGE) /Printing Crafts Joint Council (PCJC), Local 2876
11.	AFGE, Local 3392 (Pueblo, CO)

BDA Global's review included outreach to each of the above eleven unions and engagement with the GPO management to gain an understanding of the GPO / union relationships and the overall operating environment.

## **2.2 Scope of Work**

BDA Global was tasked with providing a summary of each union, including information on each union's purpose, membership, and agreements with GPO. BDA Global was also tasked with completing a SWOT analysis and examining GPO management / union relations.

In addition, BDA Global assessed and reported on the overall relationship between GPO management and the unions, including:

1. What is working well?
2. What could be improved?
3. Impediments and solutions for consideration.

BDA Global also identified best practices in union relations that could help improve GPO's relationships with its unions. This information was used to develop observations and considerations tailored to improve GPO / union relations.

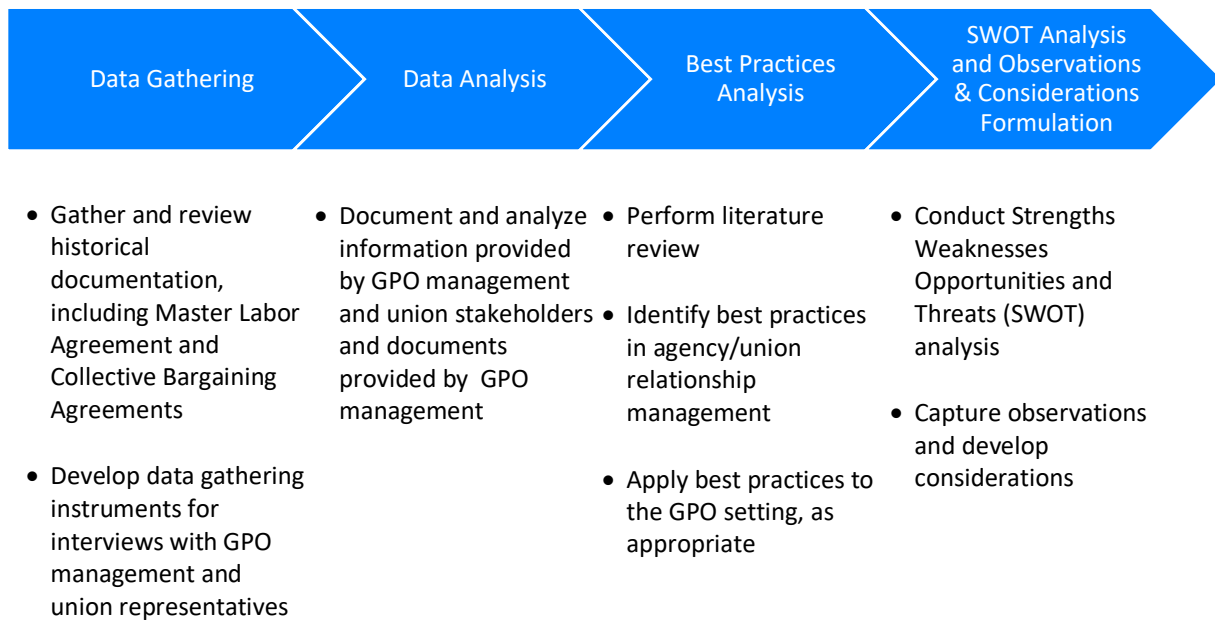
## 3.0 METHODOLOGY

### 3.1 Overview

The BDA Global approach involved applying proven data gathering and analysis tools and techniques to understanding GPO management / union relations. The approach included the use of structured data gathering instruments to conduct interviews, as well as a documentation review, applicable literature review, and analysis of available qualitative and quantitative data to develop the SWOT analysis and to develop associated observations and considerations.

Specifically, BDA Global followed a four-pronged analytic approach. This included:

*Figure 1: BDA Global Methodology*



### 3.2 Data Gathering

On August 25, 2022, the GPO Office of the Inspector General with BDA Global conducted an entrance conference with union representatives. The meeting emphasized that the purpose of the study was to gain an understanding of the relationship between GPO and the unions, in light of the GPO's transformation from a print-centric to a content-centric organization.

GPO OIG, GPO management and union attendees included:



*Table 2: Entrance Conference Attendees*

Attendee	Organization
Deputy Inspector General	GPO, Office of the Inspector General
Office Manager	GPO, Office of the Inspector General
Associate General Counsel, Labor Relations	GPO
Columbia Typographical Union (CWA/CTU), Local 101-12	3 Union Representatives
(GCC/IBT), Local 1-C	Union Representative
GCC/IBT, Local 285-M (Graphic Arts International)	Union Representative
(IBEW), Local 121	Union Representative
GCC/IBT, Local 713-S (Federal Printing Workers Union)	Union Representative
(AFGE) /Printing Crafts Joint Council (PCJC), Local 2876	Union Representative
AFGE, Local 3392 (Pueblo, CO)	Union Representative

After the entrance conference, BDA Global performed the following steps:

1. Gathered data on GPO management and unions
2. Reviewed documentation provided
3. Developed data gathering instruments
4. Scheduled and conducted interviews with GPO and union stakeholders
5. Reviewed best practices, as available

BDA Global conducted interviews with representatives from the following unions:

- International Brotherhood of Electrical Workers (IBEW), Local 121
- Graphics Communications Conference/International Brotherhood of Teamsters (GCC/IBT), Local 285-M (Graphic Arts International)
- American Federation of Government Employees (AFGE), Local 3392 (Pueblo, CO)
- Fraternal Order of Police (FOP) Lodge No. 1
- International Association of Machinists and Aerospace Workers (IAM & AW), Local 2135

The following unions opted to not participate in the study:

- Graphics Communications Conference International Brotherhood of the Teamsters (GCC/IBT), Local 1-C
- GCC/IBT, Local 4-B (GCIU Local 4-B)
- GCC/IBT, Local 713-S (Federal Printing Workers Union)
- CWA/CTU, Local 101-12 Communications Workers of America (Columbia Typographical Union)
- BPAT, Local 1937 (Speculative & Maintenance Painters)

- American Federation of Government Employees (AFGE) /Printing Crafts Joint Council (PCJC), Local 2876

BDA Global interviewed stakeholders using the following methods:

- Working sessions
- Face-to-face meetings
- Telephone meetings

In addition, BDA Global reviewed documentation including the Master Labor Agreement covering all the unions and the various collective bargaining agreements (CBAs) to gain an understanding of the operational environment between the GPO management and the unions.

### **3.3 Data Analysis**

BDA Global collated and analyzed data from the various stakeholder interviews and from the documents provided by GPO management. The team clarified any outstanding questions with the GPO and union stakeholders. The team then reviewed and synthesized all issues and challenges identified throughout the data collection process.

### **3.4 SWOT Analysis and Considerations Approach**

BDA Global collected and analyzed data to identify current and future strengths, weaknesses, opportunities, and threats related to GPO Management / union relations. Data was then synthesized and evaluated, taking a holistic view of how GPO management and unions interact and noting where there are opportunities for improvement.

Interviews with stakeholders were a key source of data during this analysis, with a heavy reliance placed on their input to gain an understanding of the current environment. As such, insights gleaned from these interviews were critical to gauging issues which were further explored in follow-up discussions, research, and analysis, as appropriate.

BDA Global considered the opinions given in stakeholder interviews to assess issues, challenges, and strengths present within the GPO / union collaborative environment. Where opportunities for improvement were identified, the BDA Global approach involved examining potential new approaches for achieving, measuring, and rewarding success, and formulating options and considerations, as appropriate.

## 4.0 UNION FOOTPRINT

### 4.1 Union Representation at GPO

The union representation at GPO has remained relatively steady over the past three years. The three figures below illustrate the employee segments that are represented by the eleven unions. It should be noted that the numbers indicated represent the employees that are covered by each union, not just the dues-paying members. Figure 2 contains the numbers for calendar year 2022, Figure 3 for 2021, and Figure 4 for 2020.

Figure 2: Union Representation at GPO at year end 2022

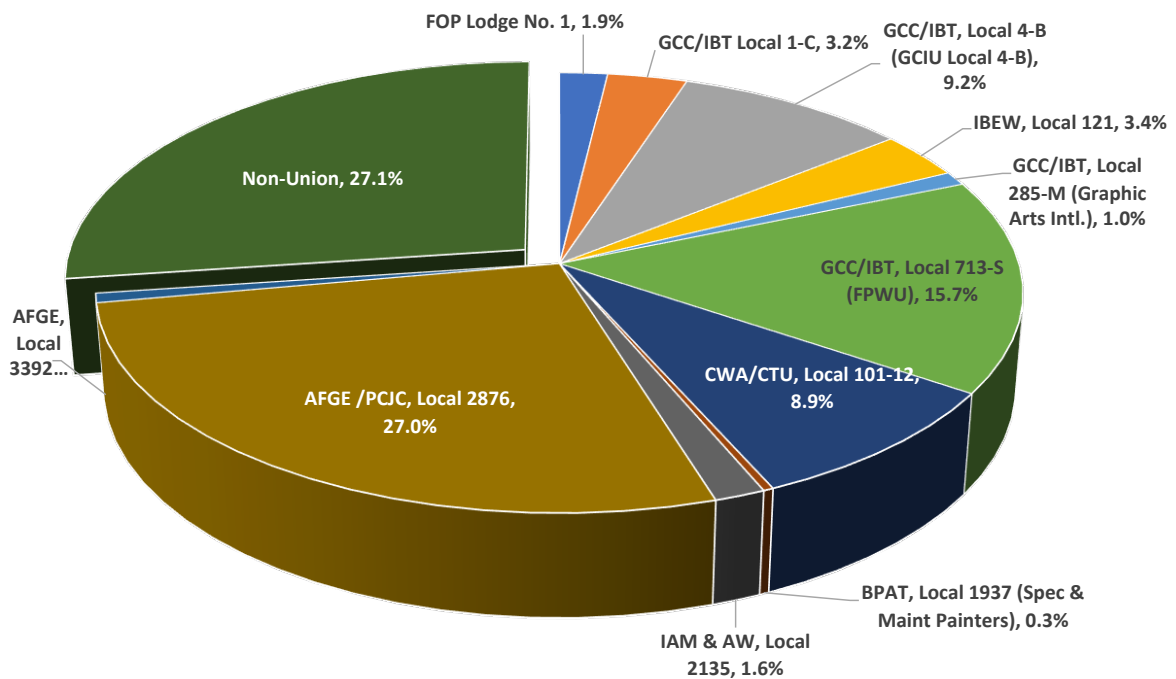


Table 3: Union Representation at GPO at year end 2022

	Union Name	Covered Employees	% of Total Union Members	% of Total GPO Employees
1.	Fraternal Order of Police (FOP) Lodge No. 1	30	2.6%	1.9%
2.	Graphics Communications Conference International Brotherhood of the Teamsters (GCC/IBT), Local 1-C	50	4.3%	3.2%
3.	GCC/IBT, Local 4-B (GCIU Local 4-B)	146	12.7%	9.2%
4.	International Brotherhood of Electrical Workers (IBEW), Local 121	54	4.7%	3.4%
5.	GCC/IBT, Local 285-M (Graphic Arts International)	16	1.4%	1.0%
6.	GCC/IBT, Local 713-S (Federal Printing Workers Union)	249	21.6%	15.7%
7.	CWA/CTU, Local 101-12 (Columbia Typographical Union)	141	12.2%	8.9%
8.	BPAT, Local 1937 (Speculative & Maintenance Painters)	5	0.4%	0.3%
9.	International Association of Machinists and Aerospace Workers (IAM & AW), Local 2135	25	2.2%	1.6%
10.	American Federation of Government Employees (AFGE) /Printing Crafts Joint Council (PCJC), Local 2876	427	37.0%	27.0%
11.	AFGE, Local 3392 (Pueblo, CO)	11	1.0%	0.7%

Note: Non-union members totaling 430 made up nearly one third (27.1%) of the GPO labor force in 2022.

Figure 3: Union Representation at GPO at year end 2021

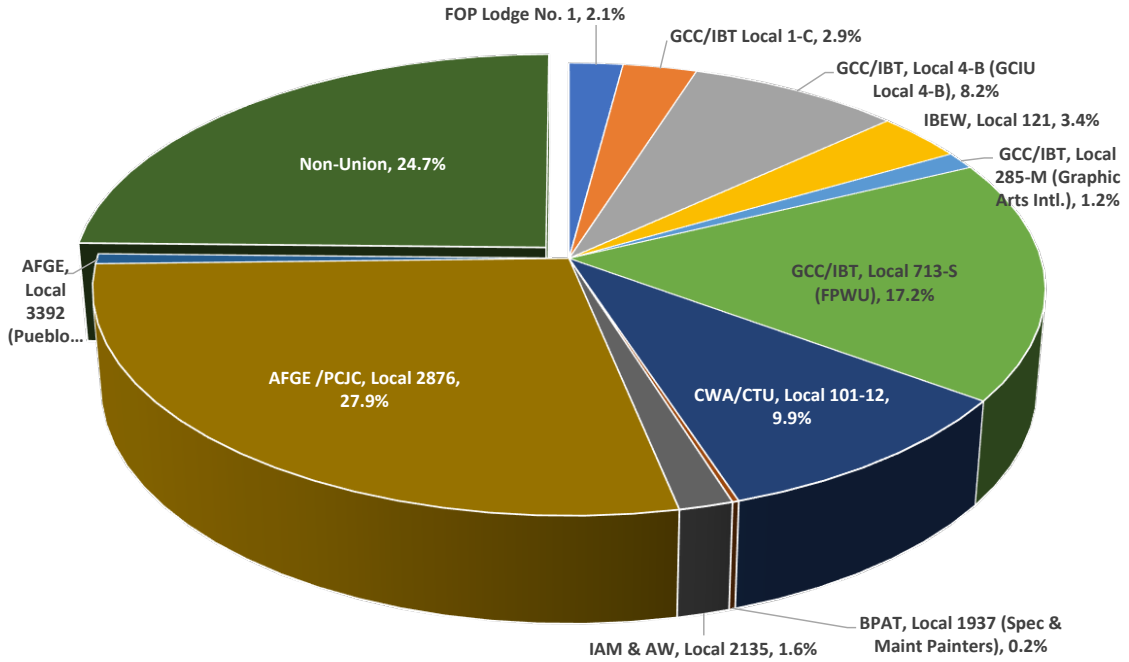
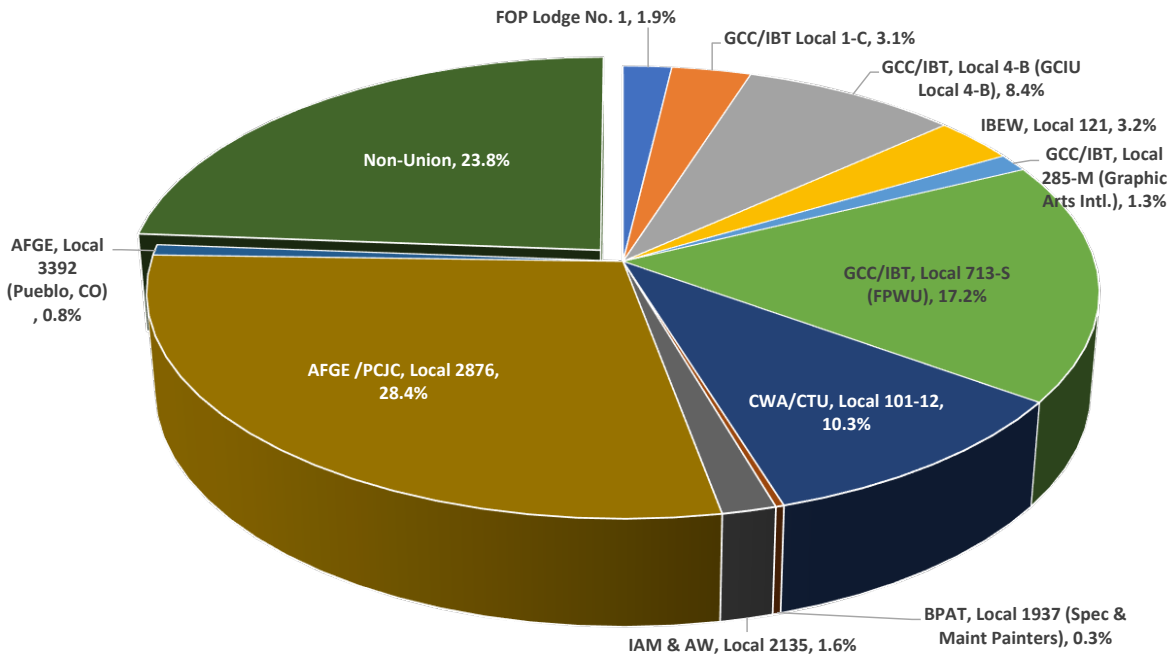


Figure 4: Union Representation at GPO at year end 2020

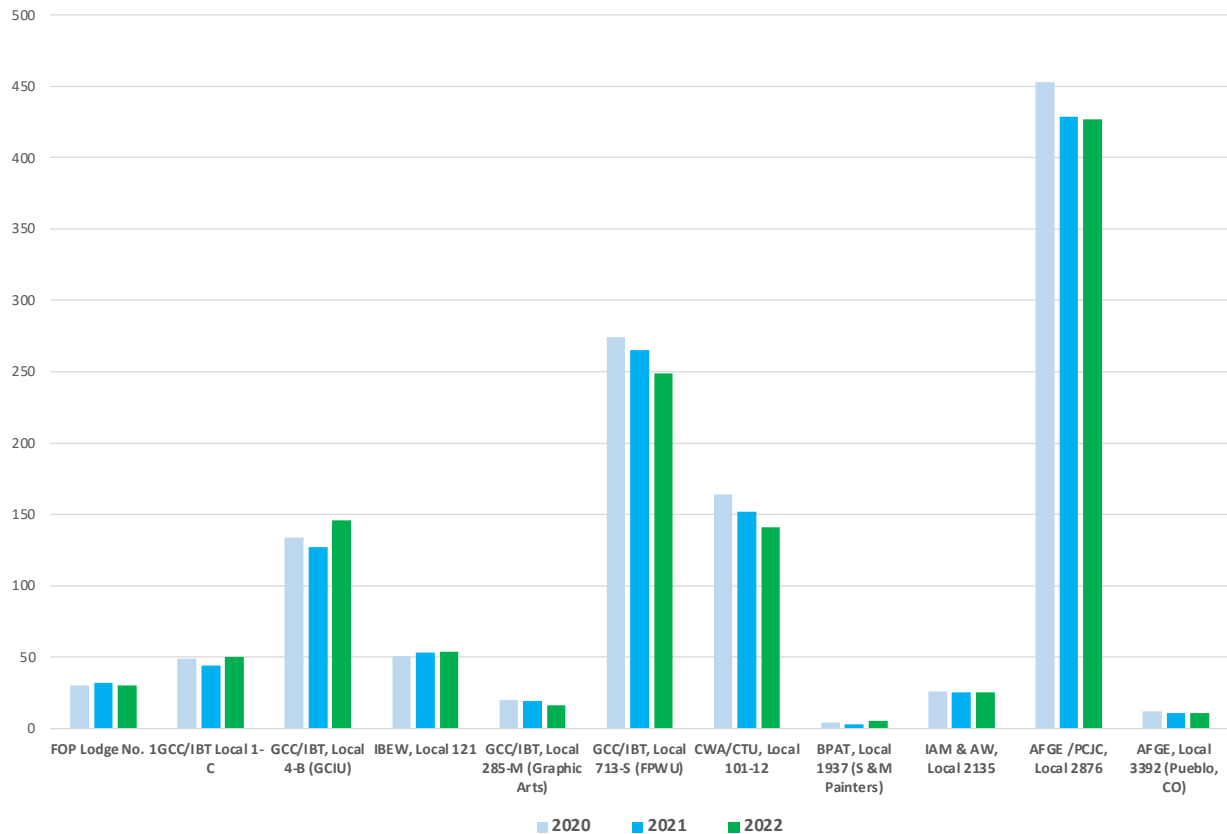


It should be noted that the four largest unions by membership at the GPO accounted for 83.4% of the total employees covered by a union at year-end 2022. Those four unions were:

- American Federation of Government Employees (AFGE) /Printing Crafts Joint Council (PCJC), Local 2876 – **37.0%** of union members
- GCC/IBT, Local 713-S (Federal Printing Workers Union) – **21.6%** of union members
- GCC/IBT, Local 4-B (GCIU Local 4-B) – **12.7%** of union members
- CWA/CTU, Local 101-12 (Columbia Typographical Union) – **12.2%** of union members

Figure 5 illustrates the changes in employees covered by a union over the 2020 – 2022 time period.

*Figure 5: Union Representation at GPO at year end 2020-2022*



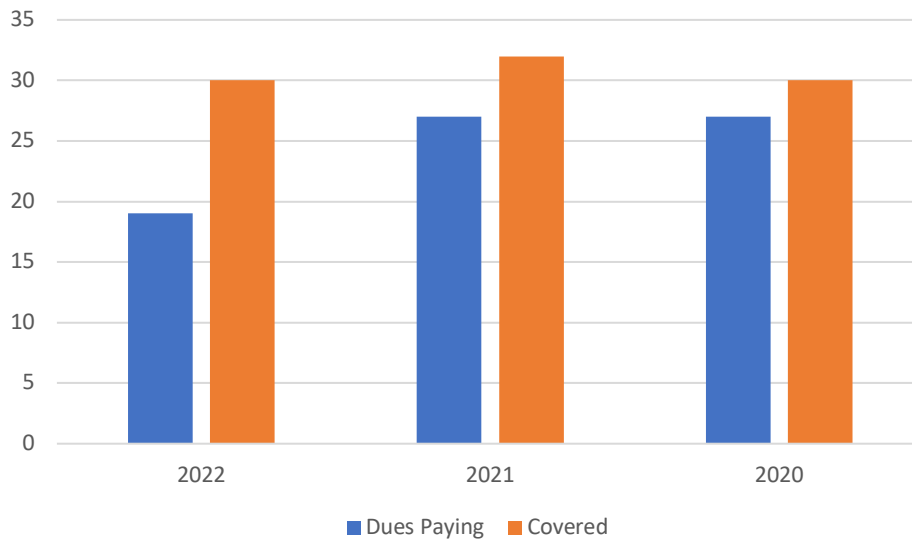
The next subsections examine each union separately. The member and trend information are specific to the GPO-based union members and union-covered employees.

#### 4.1.1 Fraternal Order of Police (FOP) Lodge No. 1

Membership Year	Dues Paying Members	Total Covered Employees
2022	19	30
2021	27	32
2020	27	30

**Membership:** Police officers

*Figure 6: FOP Lodge 1 Membership Trends 2020-2022*



The Fraternal Order of Police Lodge represent employees from 38 law enforcement agencies and is headquartered in Washington, D.C. Its membership is comprised of employees from both municipal and federal agencies.<sup>1</sup>

At GPO, union members patrol the facility and exterior of the facility making sure workers get to their cars/train station safely, as well as assist in calls with the police department and Capitol Police.

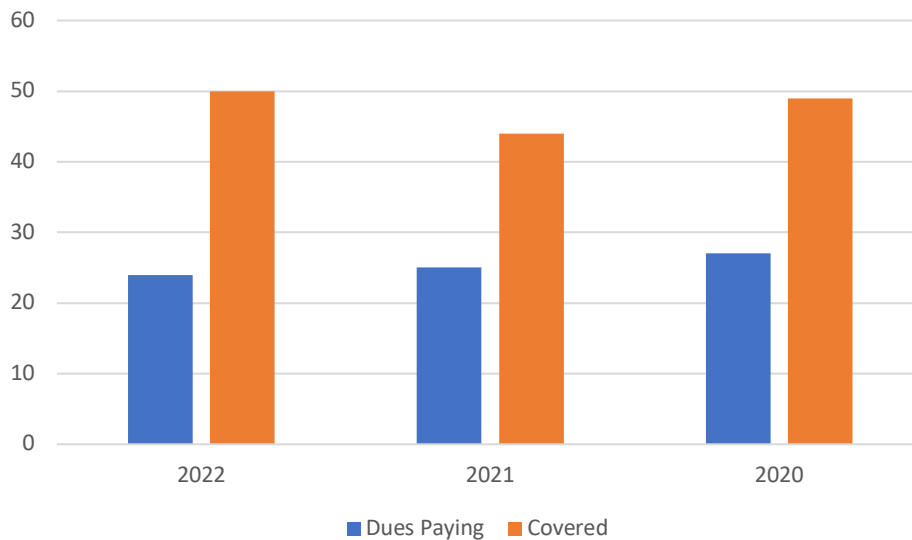
<sup>1</sup> <https://www.dc-fop.org>

**4.1.2 Graphics Communications Conference (GCC) / International Brotherhood of the Teamsters (IBT), Local 1-C**

Membership Year	Dues Paying Members	Total Covered Employees
2022	24	50
2021	25	44
2020	27	49

**Membership:** Presspersons  
Masonry Mechanics

*Figure 7: GCC / IBT, Local 1-C Membership Trends 2020-2022*



The Graphic Communications Conference (GCC) represents workers in all printing, craft and skill areas including newspapers, magazines, catalogs, books, high end commercial print, plastics for the food and medical industry, packaging including corrugated box and paper food containers, metal cans for food and industrial liquids, engraving and gravure for flooring and wallpaper, credit cards, government employees who print U.S. and foreign currency, passports and secure IDs. The GCC has members throughout the United States and Canada.

The GCC was created after the Graphic Communications International Union voted to join forces with the Teamsters in 2004.

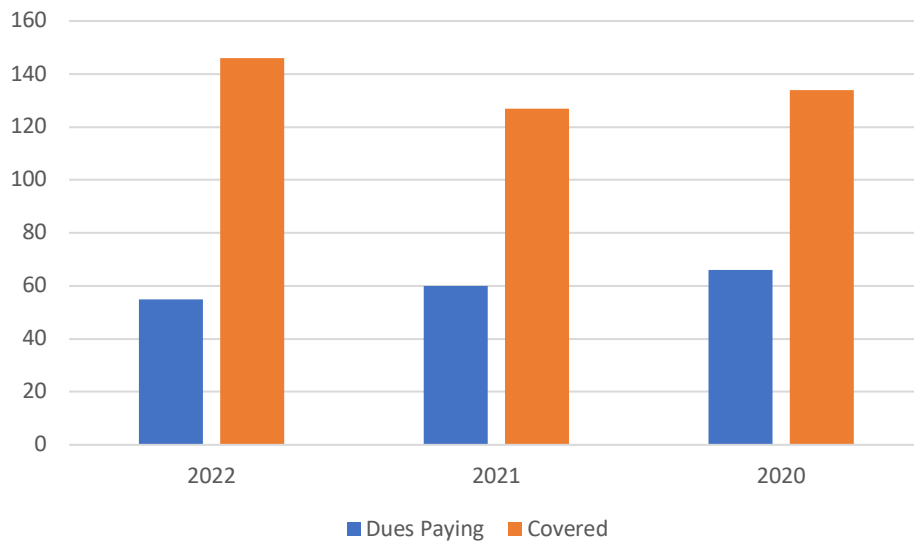
At GPO, the GCC 1-C membership includes journeypersons, presspersons, apprentices, press assistants, offset press feeders, and masonry mechanics.

**4.1.3 Graphic Communications Conference International Brotherhood of the Teamsters (GCC/IBT), GCIU Local 4-B**

Membership Year	Dues Paying Members	Total Covered Employees
2022	55	146
2021	60	127
2020	66	134

**Membership:** Journeyperson Bindery Workers (JBW)  
Bookbinders

*Figure 8: GCC/IBT, Local 4-B (GCIU Local 4-B) Membership Trends 2020-2022*



The Graphic Communications Conference (GCC) represents workers in all printing, craft and skill areas including newspapers, magazines, catalogs, books, high end commercial print, plastics for the food and medical industry, packaging including corrugated box and paper food containers, metal cans for food and industrial liquids, engraving and gravure for flooring and wallpaper, credit cards, government employees who print U.S. and foreign currency, passports and secure IDs. The GCC has members throughout the United States and Canada.

At GPO, the GCC/IBT 4-C membership includes journeyman bookbinder, head forwarder (journeyman), apprentice/trainee bookbinder, and journeyman bindery worker (JBW).

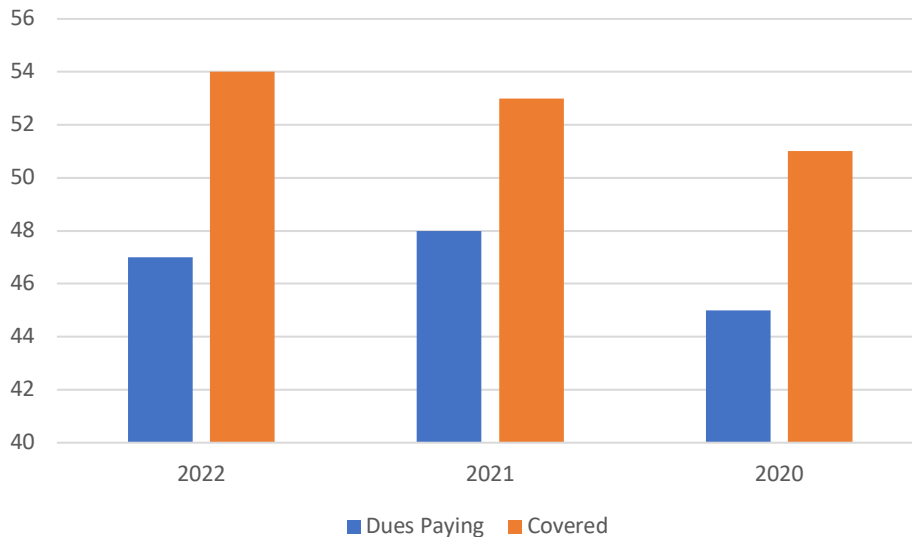


#### 4.1.4 International Brotherhood of Electrical Workers (IBEW), Local 121

Membership Year	Dues Paying Members	Total Covered Employees
2022	47	54
2021	48	53
2020	45	51

**Membership:** Electricians  
 Elevator Mechanics  
 Stationary Engineers  
 Planner/Schedulers  
 Pipe & Sheet Metal Journeypersons

Figure 9: IBEW Local 121 Membership Trends 2020-2022



The IBEW, established in 1891<sup>2</sup>, represents approximately 775,000 active members and retirees who work in a wide variety of fields, including utilities, construction, telecommunications, broadcasting, manufacturing, railroads and government. The IBEW is among the largest unions in the country and has members in both the United States and Canada.<sup>3</sup>

At GPO, the union members work in building maintenance, the power section (HVAC workers, elevator workers, pipe and sheet metal workers, etc.), and the electrical department. Membership includes electricians, elevator mechanics, stationary engineers, planners/ schedulers, and pipe and sheet metal journeypersons.

<sup>2</sup> [https://ballotpedia.org/International\\_Brotherhood\\_of\\_Electrical\\_Workers](https://ballotpedia.org/International_Brotherhood_of_Electrical_Workers)

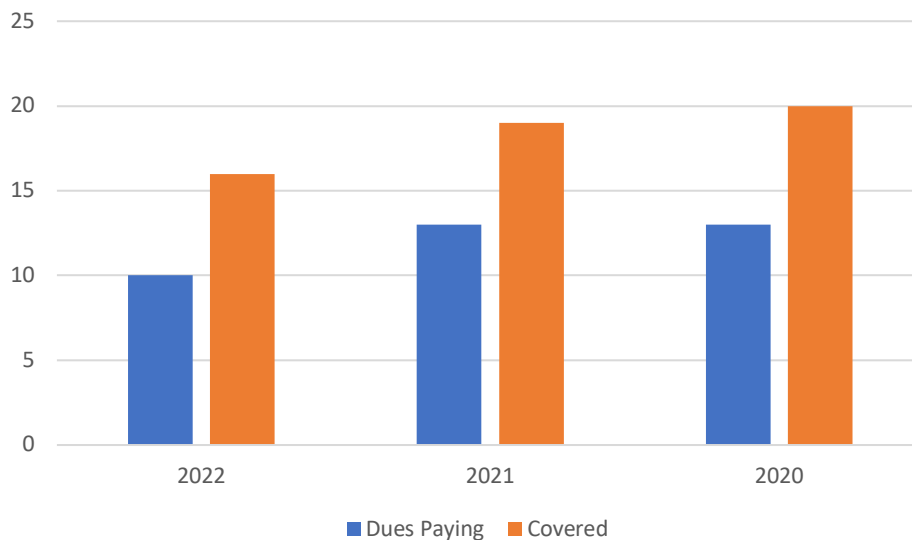
<sup>3</sup> <http://www.ibew.org/Who-We-Are>

**4.1.5 Graphic Communications Conference International Brotherhood of the Teamsters (GCC/IBT), Local 285-M**

Membership Year	Dues Paying Members	Total Covered Employees
2022	10	16
2021	13	19
2020	13	20

**Membership:** Offset Strippers  
Photographers  
Offset Platemaker Strippers

*Figure 10: GCC/IBT, Local 285-M Membership Trends 2020-2022*



The Graphic Communications Conference (GCC) represents workers in all printing, craft and skill areas including newspapers, magazines, catalogs, books, high end commercial print, plastics for the food and medical industry, packaging including corrugated box and paper food containers, metal cans for food and industrial liquids, engraving and gravure for flooring and wallpaper, credit cards, government employees who print U.S. and foreign currency, passports and secure IDs. The GCC has members throughout the United States and Canada.<sup>4</sup>

Union members at GPO include offset strippers, photographers, and offset platemakers. They work predominantly in the plate room, in copy preparation, and in the pre-press security room.

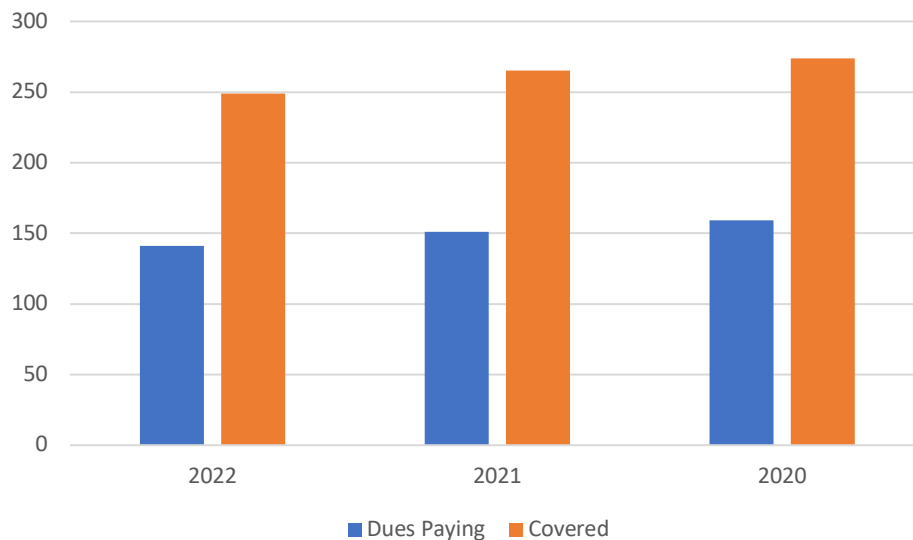
<sup>4</sup> <https://teamster.org/divisions/graphic-communications-conference/>

**4.1.6 Graphics Communications Conference International Brotherhood of the Teamsters (GCC/IBT), Local 713-S (Federal Printing Workers Union)**

Membership Year	Dues Paying Members	Total Covered Employees
2022	141	249
2021	151	265
2020	159	274

**Membership:** Plant and Production Workers  
Printing Plant Workers

**Figure 11: GCC/IBT, Local 713-S Federal Printing Workers Union Membership Trends 2020-2022**



Washington Federal Printing Workers Union is located in Washington, D.C., and was founded in 1962.<sup>5</sup>

The Graphic Communications Conference (GCC) represents workers in all printing, craft and skill areas including newspapers, magazines, catalogs, books, high end commercial print, plastics for the food and medical industry, packaging including corrugated box and paper food containers, metal cans for food and industrial liquids, engraving and gravure for flooring and wallpaper, credit cards, government employees who print U.S. and foreign currency, passports and secure IDs. The GCC has members throughout the United States and Canada.<sup>6</sup>

At GPO, union members include plant and production workers (PPWs).

<sup>5</sup> <https://www.allbiz.com/business/washington-federal-printing-workers-202-678-3300>

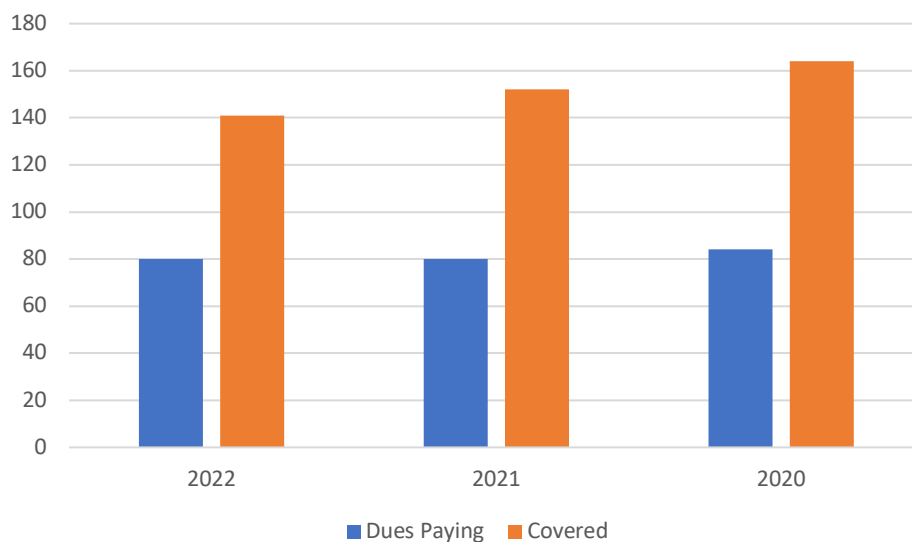
<sup>6</sup> <https://teamster.org/divisions/graphic-communications-conference/>

**4.1.7 Graphics Communications Conference International Brotherhood of the Teamsters (GCC/IBT) Columbia Typographical Union, Local 101-12**

Membership Year	Dues Paying Members	Total Covered Employees
2022	80	141
2021	80	152
2020	84	164

**Membership:** Electronic Photo-composition Division (EPD) Journeypersons

**Figure 12: GCC/IBT, Columbia Typographical Union, Local 101-12 Membership Trends 2020-2022**



The Graphic Communications Conference (GCC) represents workers in all printing, craft and skill areas including newspapers, magazines, catalogs, books, high end commercial print, plastics for the food and medical industry, packaging including corrugated box and paper food containers, metal cans for food and industrial liquids, engraving and gravure for flooring and wallpaper, credit cards, government employees who print U.S. and foreign currency, passports and secure IDs. The GCC has members throughout the United States and Canada.

Columbia Typographical Society was organized in Washington, D.C. in December of 1814. In 1867 they joined the newly-formed National Typographical Union (later, the International Typographical Union) as the Columbia Typographical Union No. 101 representing workers at the *Washington Post*, the *Times-Herald*, and *Evening Star*. Columbia Typographical Union No. 101 is now the oldest continuously existing labor union local in the United States.<sup>7</sup>

At GPO, the union members include EPD journeypersons, proofers and keyboarders.

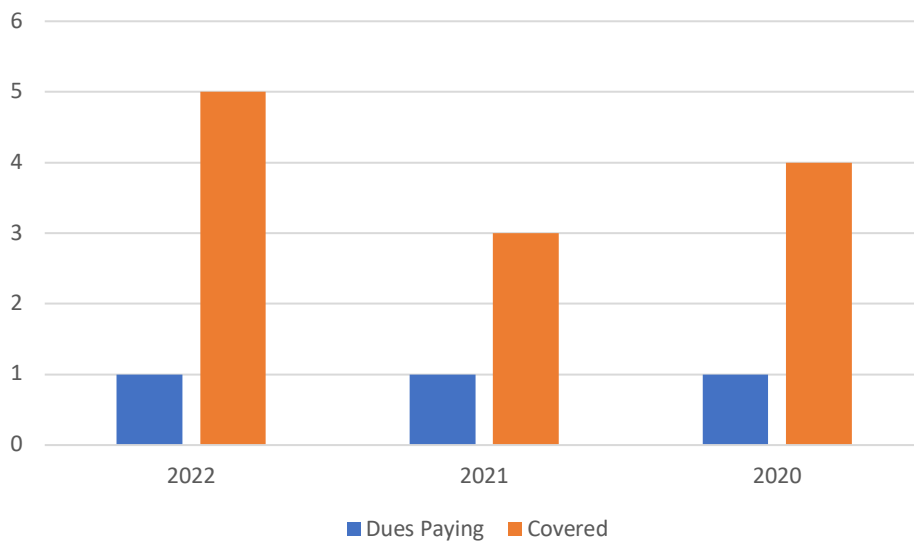
<sup>7</sup> <https://reuther.wayne.edu/files/LR001577.pdf>

**4.1.8 Brotherhood of Painters and Allied Trades (BPAT) Painters District Council No. 51, Local 1937 (Speculative & Maintenance Painters)**

Membership Year	Dues Paying Members	Total Covered Employees
2022	1	5
2021	1	3
2020	1	4

**Membership:** Painters

*Figure 13: BPAT, Local 1937 Membership Trends 2020-2022*



The District Council No. 51 is an affiliation of chartered local unions of the International Union of Painters & Allied Trades, AFL-CIO, with over one hundred years of service in Maryland, Virginia, Washington, D.C. and surrounding areas. District Council No. 51 currently has over 1,500 active members representing a workforce made up of painters, decorators, paperhangers, drywall finishers, glaziers architectural metal and glassworkers, bridge/industrial painters, sign and display workers, paint makers, metal polishers, civil service workers, as well as employees in various private and public sector positions.<sup>8</sup>

At GPO, the union members include painters.

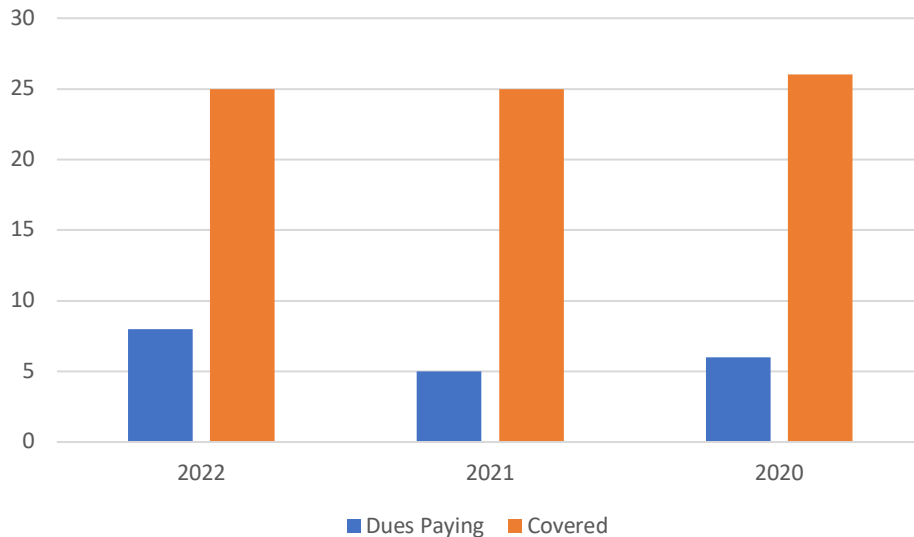
<sup>8</sup> <https://www.iupatdc51.com>

**4.1.9 International Association of Machinists and Aerospace Workers (I.A.M. & A.W.), Local 2135**

Membership Year	Dues Paying Members	Total Covered Employees
2022	8	25
2021	5	25
2020	6	26

**Membership:** Offset Strippers  
 Photographers  
 Offset Platemaker Strippers

*Figure 14: IAM & AW, Local 2135 Membership Trends 2020-2022*



With nearly 600,000 active and retired members, the IAM is one of the largest labor unions in North America. IAM members span industries including Boeing, Lockheed Martin, United Airlines, Harley-Davidson, as well as the federal government.<sup>9</sup>

At GPO, the union membership includes journeymen and apprentices in the machinist, knifegrinder, blacksmith, welder, automotive mechanical, saw filer, and carpenter crafts.

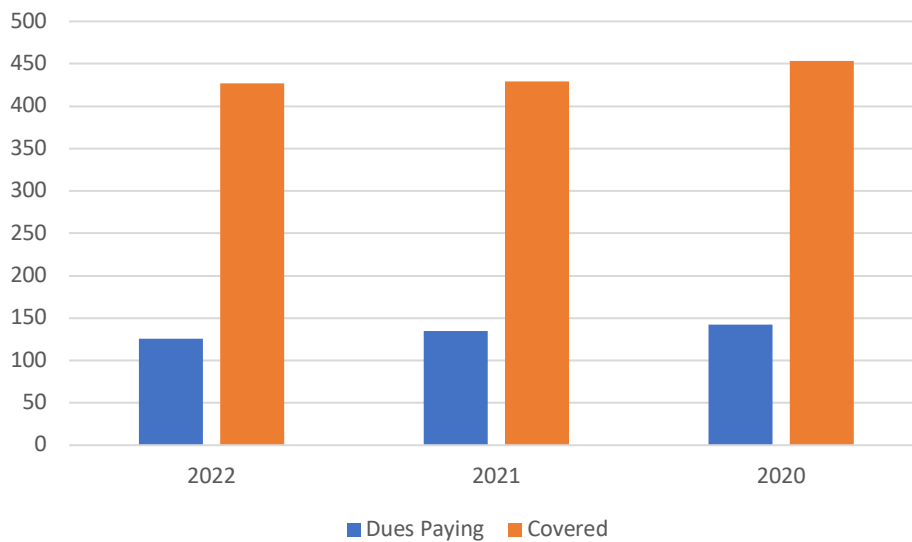
<sup>9</sup> <https://www.goiam.org/get-organized/>

**4.1.10 American Federation of Government Employees/Printing Crafts Joint Council (AFGE/PCJC), Local 2876**

Membership Year	Dues Paying Members	Total Covered Employees
2022	126	427
2021	135	429
2020	142	453

**Membership:** Central Office White Collar  
Printing Craft Workers

*Figure 15: AFGE/PCJC, Local 2876 Membership Trends 2020-2022*



AFGE represents 700,000 federal and D.C. government workers across the United States and the world. Members of the American Federation of Government Employees (AFGE) are found in almost every federal agency and every function of government. AFGE is spread across 936 local union chapters and represents almost every type of federal employee. The agencies with the highest memberships are the Department of Veterans Affairs, the Social Security Administration, the Department of Defense, and the Department of Homeland Security.<sup>10</sup>

At GPO, this union represents all professional, technical, administrative, temporary, and clerical general grade (GG) employees in the GPO central office.

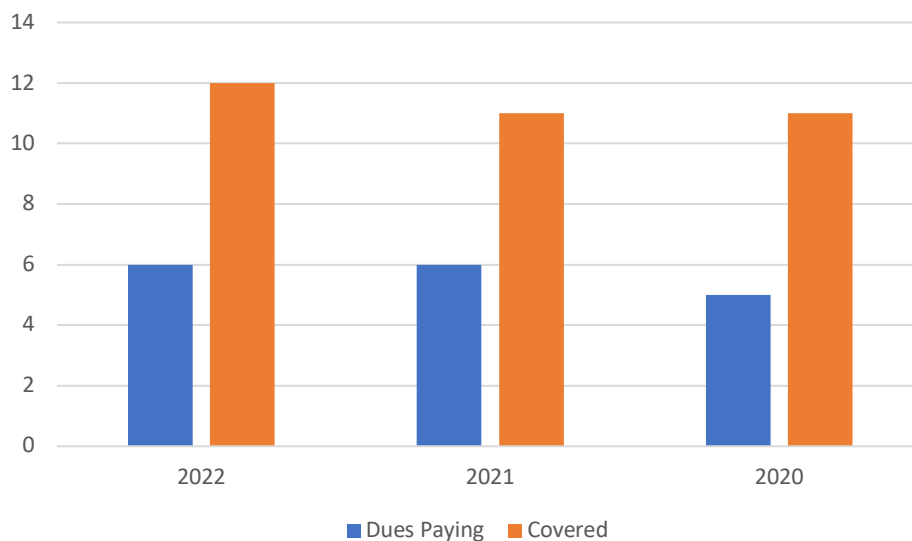
<sup>10</sup> <https://www.afge.org>

**4.1.11 American Federation of Government Employees (AFGE), Local 3392 (Pueblo, CO)  
(Pueblo Distribution Center)**

Membership Year	Dues Paying Members	Total Covered Employees
2022	6	12
2021	6	11
2020	5	11

**Membership:** Distribution Center Employees

*Figure 16: AFGE, Local 3392 Membership Trends 2020-2022*



AFGE represents 700,000 federal and D.C. government workers across the United States and the world. Members of the American Federation of Government Employees (AFGE) are found in almost every federal agency and every function of government. AFGE is spread across 936 local union and represents almost every type of federal employee. The agencies with the highest memberships are the Department of Veterans Affairs, the Social Security Administration, the Department of Defense, and the Department of Homeland Security.<sup>11</sup>

At GPO, this union represents members in the Pueblo Distribution Center. Workers at GPO work in the warehouse as well as in the distribution center located in Pueblo, CO.

<sup>11</sup> <https://www.afge.org>

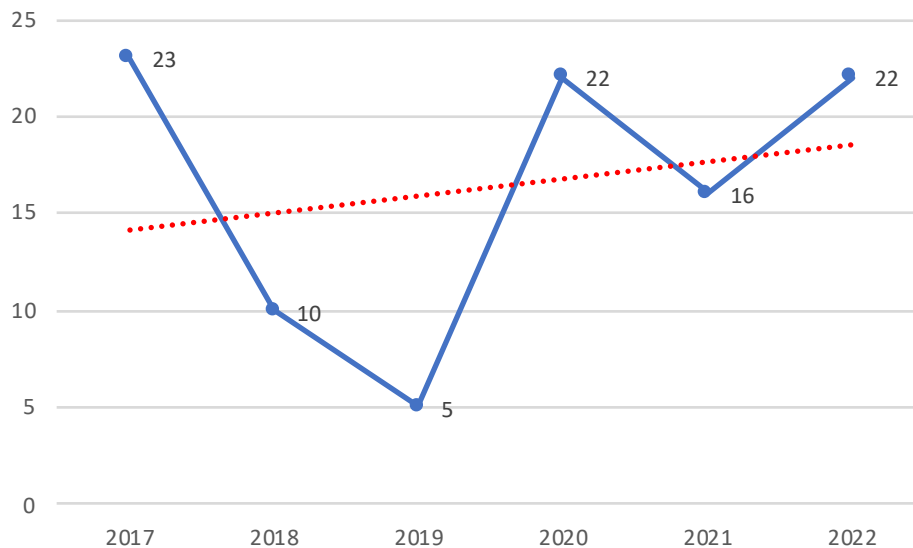


## 4.2 Grievances Snapshot

Grievances have trended slightly upward over the past five years as indicated by the trendline in the graph in Figure 17. As a proportion of total union-covered employees, the number is comparatively very small.

Year	Grievances
2022	22
2021	16
2020	22
2019	5
2018	10
2017	23

Figure 17: Grievances 2017 - 2022



## 4.3 Joint Council of Unions

Teamsters Joint Councils are set up in areas with three or more local unions. Joint Councils help coordinate Teamsters activities in those areas. They also help solve problems and decide some jurisdictional and judicial matters. There are hundreds of Teamsters local unions across North America. Unlike other labor unions, the Teamsters Union is structured to promote strong local unions, and strong local leaders. Since the locals negotiate most Teamsters contracts and provide most of the services to the members, they keep most of the dues money. Locals retain their own expert labor lawyers, certified public accountants, full-time business agents, organizers, and clerical staff. The members of each local elect their own officers, devise their own structure, and vote on their own bylaws, compatible with the International Constitution and Bylaws. While

enjoying their independence, the locals benefit from the expertise and assistance of the International Union, and of the various conferences and councils in the union's structure.<sup>12</sup>

As of July 2022, the unions included in Joint Council of Unions includes the following:

- GCC/IBT, Local 713-S (Federal Printing Workers Union)
- CWA/CTU, Local 101-12 Communications Workers of America (Columbia Typographical Union)
- GCC/IBT, Local 4-B (GCIU Local 4-B) (Bookbinders & Bindery Workers)
- International Brotherhood of Electrical Workers (IBEW), Local 121
- BPAT, Local 1937 (Speculative & Maintenance Painters)
- GCC/IBT, Local 1-C

This Joint Council of Unions represents 645 employees at GPO, or approximately 41% of the total staff.

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<sup>12</sup> <https://teamster.org/about/teamsters-structure/>

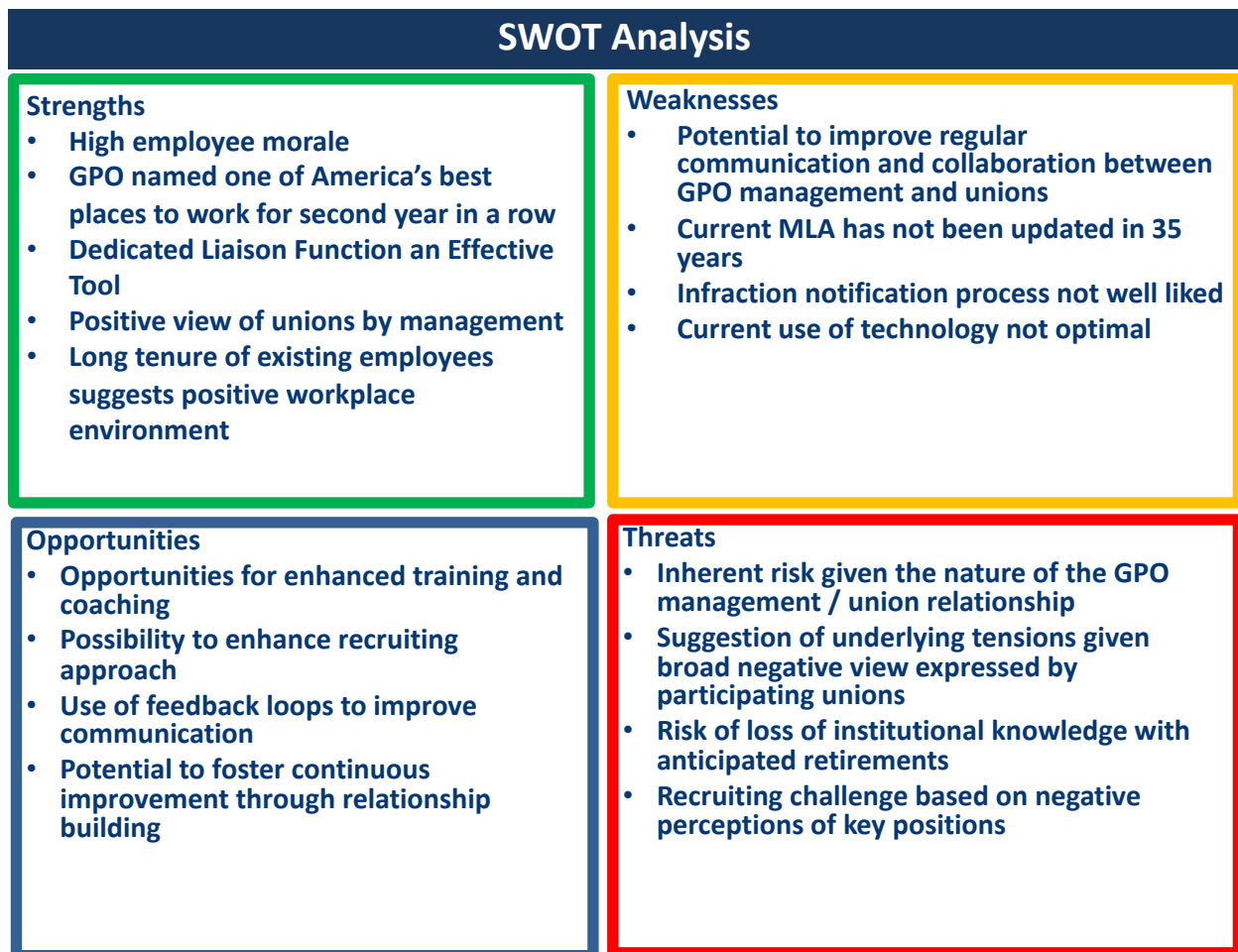
## 5.0 SWOT ANALYSIS

BDA Global collected and analyzed data needed to identify current and future strengths, weaknesses, opportunities, and threats related to the GPO management / union relationships. This involved taking a holistic look at how GPO management and unions work together, conducting a SWOT analysis, and determining whether there are general opportunities for improvement.

Interviews with stakeholders were a key source of data used during this analysis. BDA Global used the opinions given in stakeholder interviews to determine the issues, challenges, and strengths of the GPO management / union relationships.

This SWOT analysis is meant to provide the Office of the Inspector General with a broad view of how GPO management and unions work together and identify where there are opportunities for improvement. By highlighting new approaches and solutions to issues, the analysis can help determine where change is possible and appropriate, as well as help prioritize future actions.

*Figure 18: SWOT Analysis of GPO Management / Union Relations Observations*



## 5.1 Strengths

### ***5.1.1 Employee morale assessed as high by GPO managers.***

Of the GPO management interviewed, 88% indicated that employee morale at the GPO is generally perceived to be good or excellent. As reported by the Office of the Chief Human Capital Officer, a recent survey of employees suggested that 80-85% of staff are satisfied with working at the GPO.

### ***5.1.2 GPO named among the best employers in America for second year in a row***

*Forbes* magazine ranked GPO as one of top places to work in their 2023 America's Best Mid-Sized Employers ranking.<sup>13</sup> The independent survey applied to a sample of approximately 45,000 American workers at organizations with more than 1,000 employees in the United States. One of the evaluation criteria used was employee ratings of their willingness to recommend their own employer to friends and family.

### ***5.1.3 Long tenure of existing staff suggests an overall positive workplace environment***

One third of all the GPO employees have been with the agency for more than 20 years, and nearly one-fifth have been with the agency for more that 30 years. In addition, GPO staff who were interviewed identify the agency as a great place to work and say they feel a sense of camaraderie with their colleagues. Furthermore, staff with long tenures moved up the ranks, implying strong career advancement opportunities.

### ***5.1.4 Effective liaison function (Labor Relations)***

The Labor Relations function has been noted by GPO management as an effective mechanism for maintaining ongoing communication between GPO management and unions, facilitating the collective bargaining process, managing grievances, and interpreting and administering labor contracts, as appropriate.

### ***5.1.5 Overall relatively positive view of unions by management***

Of the GPO management surveyed, 50% felt that unions are a net positive influence on the GPO and its workforce, and another 37% felt unions are overall a neutral presence. They noted in particular that:

- The presence of unions obviates the need to negotiate with each employee; the negotiation takes place with a group of employees, so the process is more efficient
- Conveying messages to employees is similarly more efficient
- Qualifications are specified by unions, helping to focus recruiting efforts
- Self-policing by unions can assist in managing the labor force and minimize grievances and other issues

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<sup>13</sup> <https://www.forbes.com/lists/best-employers-for-veterans/?sh=11c53ad23606>

## 5.2 Weaknesses

### ***5.2.1 Current level of communication and collaboration between GPO management and unions***

During the interviews, while union-represented employees conveyed that their needs and concerns are not being consistently addressed by GPO managers, GPO management had the opposite view. These diametrically opposing points of view suggest that a communication issue exists between GPO management and the unions. This, further, may adversely impact collaborative efforts.

### ***5.2.2 Current MLA may not reflect realities of the current workplace***

The Master Labor Agreement has not been updated since 1988. The workplace environment has evolved significantly since that time, and it is possible that the current agreement may not address all of today's workplace realities.

### ***5.2.3 Union representatives were unsatisfied with the infraction notification process***

Union representatives expressed dissatisfaction with the process by which employees are initially informed of alleged infractions. They noted that the current process causes undue anxiety and tension, due to perceived ambiguity and a lack of specificity in the details of the alleged infractions.

### ***5.2.4 Use of technology not optimal***

It appears that GPO has not optimally adopted some of the newer workplace technologies, such as software solutions that could support key activities such as: structured team communication, collaboration on joint projects, project management, data analytics, and reporting.

Additionally, while a segment of the GPO staff is enabled with laptops, cellphones, intranet, and other technological tools, a portion of the staff currently uses shared workstations and resources, making timely communication more difficult, including between GPO management and unions.

## 5.3 Opportunities

### ***5.3.1 Opportunities to provide enhanced training and coaching***

One method to smooth relations between management and union members is to offer new supervisors targeted and enhanced training on how to be effective leaders. This training might include ways to minimize misunderstandings / conflicts arising in the performance evaluation process, particularly regarding improvement needs. Additionally, incumbent supervisors might be offered similar "refresher" training sessions to maintain and enhance their skills.

Furthermore, union representatives should be invited to participate in some of these sessions, as appropriate.

### ***5.3.2 Possibility to enhance recruiting approach***

To ensure the correct staffing balance and to optimize management / union relations, GPO management should consider making use of a broad range of tools, including state-of-the-art recruitment platforms, to recruit, develop, and retain qualified personnel. In addition, GPO should consider providing training and cross-training to existing personnel on key functions,

reviewing and updating standard operating procedures (SOPs) and other key documents, and developing or updating formal succession plans to determine upcoming recruitment needs.

### ***5.3.3 Potential improvements to communications through feedback loops***

Regular GPO management / union meetings, surveys, and other tools could be used to establish a robust feedback loop (see Section 6.2, Consideration 6) to assure employees that their input and viewpoints are being considered and acted upon, as appropriate, by GPO management.

### ***5.3.4 Potential for building relationships that foster continuous improvement***

Interviewees noted that most GPO management / union interactions occur when there is an issue, when required as a result of a workplace change, when new equipment is introduced, or in other cases where communication is required. Building relationships that are broader, more substantive, and partnership-oriented could result in a work environment more suited to achieving high performance.

## **5.4 Threats**

### ***5.4.1 The inherently adversarial nature of management / union relationships presents a challenging workplace environment at GPO***

The inherently adversarial nature of management / union relationships became apparent at GPO during the interviews, where opposite viewpoints were frequently expressed. These marked differences of opinion could stand in the way of achieving mutually beneficial goals.

### ***5.4.2 Unions representatives expressed a general negative view of their relationship with GPO managers***

80% of the union representatives interviewed expressed overall negative views of GPO management and their relationships more broadly, suggesting that there are underlying tensions that need resolution.

### ***5.4.3 There is a risk to institutional knowledge and skill retention due to 50% of current personnel being eligible for retirement within the next 5 years***

It was noted by GPO management that 20% of the staff members are currently eligible for retirement and up to 50% of staff members will be eligible within the next five years.

### ***5.4.4 Perception in the marketplace that certain job categories are obsolete or not desirable***

Interviewees noted that there is an ongoing challenge to attract new employees as the skillsets of the jobs that are needed are, in some cases, increasingly hard to find. Furthermore, some of the skillsets that GPO seeks are not as common or sought after, so there is a lack of a natural pipeline of job applicants.

## 6.0 OBSERVATIONS AND CONSIDERATIONS

### 6.1 Introduction

An overarching observation of this study is that GPO management and the unions, which represent a majority of agency personnel, have different perceptions of how effective they are at working together and addressing the needs and concerns of union-represented staff.

It should be noted that participation in the interview portion of the study was uneven. While 100% of the GPO management that were asked to participate were interviewed, only 45% of the unions agreed to participate. Furthermore, the unions that participated only represented 12% of the GPO union-represented labor force. In general, the larger unions that represent 88% of the unionized labor force chose not to participate in the study. It should be noted, however:

- Unions were invited to participate on a voluntary basis
- Unions may not have seen a benefit to participating in an OIG study
- An OIG audit that was contemporaneous with this study critiqued some union practices and may have had a chilling effect on unions' desire to participate and potentially face further scrutiny.

GPO management largely described its relationships with the unions as positive. The unions that responded, on the other hand, generally described their relationships with management as troubled and in need of significant improvement. The union representatives interviewed noted that they often do not have adequate opportunities to communicate with senior GPO management, and at times perceive that the needs and concerns of the GPO employees they represent are not adequately addressed. For example, union representatives noted that they would like to have more regularly scheduled meetings, and noted that meetings are currently held on an ad hoc, as-needed basis. Furthermore, union representatives indicated that standing meetings would be helpful in situations where there are disagreements with GPO management.

The perception of the relationship that exists between union representatives and GPO management was almost diametrically opposed, revealing that a consensus does not exist between the parties about the quality of their relationship. This difference of opinion is not entirely unexpected since the relationships between unions and the organizations that their members work for are typically somewhat adversarial by nature.

### 6.2 Observations and Considerations

The following observations and considerations are tailored to bridge the perception gap and improve the relationship between GPO management and the unions more broadly.

**Observation 1: A communication gap was noted between GPO managers and union-represented staff.**

Union-represented employees do not feel that their needs and concerns are consistently being addressed by GPO management. This potentially has implications on the number and frequency

of adverse GPO management / union interactions. It was observed that tensions and misunderstandings exist that could be mitigated through training and proactive communication.

**Consideration 1: Use training as a key tool to bridge communication gaps.**

One method to smooth relations between management and union members is to offer new supervisors targeted and enhanced training on how to be effective leaders and communicators. It is important that new supervisors receive training on how to be effective leaders so that conflicts, appraisals, and needs for improvement are handled skillfully. Additionally, existing supervisors should attend refresher training sessions, as needed, to maintain and enhance their skills. Furthermore, union representatives should be invited to participate in some of these sessions, as appropriate.

Trainings should be designed to emphasize supervisory best practices, to foster workplace harmony, and to ensure transparency, honesty, timely and direct communication, respect, and fairness. Supervisors should be held accountable for adherence to these principles. Training topics may include:

- **Active listening.** Supervisors and managers should be provided training on active listening skills. New supervisors should receive an introductory course on active listening, and existing supervisors should attend periodic refresher training on this topic. It is critical that these skills be deployed in employee performance and feedback sessions, as well as in meetings designed to solicit employee input on workplace issues. The perception that the supervisor is really listening results in employees feeling that they have been given a real chance to express their opinions and needs and that the supervisor is willing to work with them to resolve any issues. Employees who feel “heard” by first level supervisors generally have a stronger connection to the organization.
- **Effective communication.** Perhaps the biggest issue in any relationship is ensuring that open communication is taking place and that any issues are addressed as early as possible. Hostilities can develop when hidden issues are not aired. Supervisors should be trained on how to conduct regular meetings with employees, and seek to uncover any issues that have not been communicated. Such meetings should be designed to foster a positive, open atmosphere, and a perception of mutual benefit for employees and management. Employees should be encouraged to feel like valued team members and encouraged to raise issues in a timely fashion without fear of reprisal.
- **Conflict resolution.** Another highly effective step management can take toward achieving positive union relations is to provide training to supervisors and union representatives on how to resolve issues at the lowest level, without unnecessary escalation. Resolving nascent issues before they escalate can go a long way toward avoiding heightened disagreements and negative attitudes. Skills-based training should focus on joint problem solving and conflict resolution. Emphasis should be placed on addressing issues on the front lines to avoid having them escalate and being pushed into the grievance process.



- **Performance appraisals and feedback.** Training should be provided to supervisors on how to maintain impartiality during the performance appraisal process and how to effectively communicate performance issues fairly and consistently. A transparent, fair, and well understood performance appraisal process will help avoid downstream misunderstandings, formal disciplinary measures, and grievances.
- **Coaching and mentoring.** New supervisors should also receive training on how to coach employees effectively. In addition, the creation of formal and informal mentor-mentee relationships may foster a more collaborative and cohesive atmosphere in the workplace. Coaching may be used as a positive tool with employees, and not just in connection with performance improvement issues. Supervisors should, therefore, discuss ways employees can sharpen their skills/performance to enhance their opportunity for advancement. Existing supervisors should receive refresher trainings from time to time to enhance their coaching and mentoring skills in areas that include:
  - Building on strengths and overcoming weaknesses
  - Supporting mentee development
  - Maintaining effective two-way communication
  - Advising and guiding mentees

**Observation 2: Union representatives expressed concerns about access to senior management.**

Interviewed union representatives generally indicated that they do not have regular access to top GPO management. There is an underlying concern among union representatives about timely communication with and access to senior management, particularly when issues arise. Consequently, there is an impression that issues that could be addressed and resolved at the onset are sometimes allowed to worsen. There may be opportunities for cultivating relationships to facilitate timely and reliable problem resolution.

**Consideration 2: Develop mechanisms to increase and enhance communications between senior management and union representatives.**

GPO management should consider exploring tools and techniques that might be deployed to engage more proactively and effectively with union representatives. For example, continuing the program of having regularly scheduled “town hall” meetings for all GPO staff and senior management, in person, if possible, would provide a periodic forum for employees to become aware of organizational initiatives, upcoming changes to the workplace environment, and to ask questions of senior staff. While these meetings were somewhat curtailed during the pandemic years, they should be fully reinstated. Furthermore, senior management should consider having regularly scheduled meetings with union representatives to foster more frequent and open communication, provide a forum for continuous improvement, and signal their intent to bolster union relations.

In addition, senior management should consider adopting an open-door policy, as practicable, so that union representatives can address issues promptly, when the need arises.

GPO management viewing unions as business partners is key to establishing mutually beneficial relationships. It is in the interest of both GPO management and the unions to have a well-functioning workplace with satisfied employees—a workplace in which performance goals are consistently met. They are partners in the effort to achieve mutually established and mutually beneficial goals.

Additionally, as an introduction to the regularly scheduled meetings, it is recommended that GPO management consider holding a kick-off meeting with union representatives for the purpose of launching a more collaborative relationship going forward. This meeting could be used to emphasize that management has an appreciation for the unions' roles in keeping satisfied employees in the workplace and in facilitating negotiations when disagreements arise – a function that can help to preserve fluidity in difficult moments. It would also provide context for the periodic meetings between GPO management and the union representatives.

**Observation 3: Concerns about the current process used when initially notifying a staff member of an alleged infraction.**

Some union interviewees noted that the current process used to initially inform an employee of an alleged infraction creates tension due to a lack of sufficient specificity on the details of the alleged infraction. This lack of precision can potentially exacerbate tensions between union representatives and GPO management.

**Consideration 3: Ensure that process used to inform of alleged infractions provides sufficient detail.**

GPO should consider developing and providing guidance and training to supervisory staff on how to properly notify an employee about an alleged infraction in sufficient detail, including the nature of the infraction, as appropriate, to ensure the employee understands what is being alleged.

**Observation 4: Examine opportunities to update and streamline Master Labor Agreement (MLA).**

It was noted that the Master Labor Agreement has not been updated since 1988. The workplace environment has evolved significantly since that time, and it is possible that the current agreement may not reflect all of today's workplace realities.

**Consideration 4: Consider updating the terms and requirements of the MLA.**

Given that the business environment has changed significantly over the last 35 years, consider whether it would be mutually beneficial for GPO management and the unions to review and update the terms and requirements of the MLA. While acknowledging that opening the Master Labor Agreement could result in a broad renegotiation of terms, making it more up-to-date could address the full breadth of current GPO management / union concerns and thereby further streamline the relationship.

**Observation 5: Need to ensure that communications regarding performance expectations are sufficiently clear and precise to minimize risk of grievances.**

The fact that there are ongoing tensions between union representatives and GPO management suggests that there is an opportunity to improve clarity regarding performance expectations.

Ensuring that performance plans and expectations are clearly worded and communicated could reduce the risk of downstream misunderstandings that can result in grievances. It should be noted that the GPO follows the Office of Personnel Management (OPM) performance guidelines.

**Consideration 5: Examine whether there are opportunities to improve clarity regarding performance expectations to help enhance GPO management / union relations.**

GPO management should consider reviewing its current performance management processes to identify any opportunities to enhance clarity regarding performance expectations. This is important because if management and employees do not share common expectations regarding what is expected of the employee, disagreements may result, and those disagreements can lead to grievances.

As such, GPO should compare its performance management approach to OPM's Human Capital Accountability Assessment Framework (HCAAF) guidance and its Performance Appraisal Assessment Tool (PAAT) requirements.

As a best practice, GPO management should emphasize the development of results-oriented performance plans that link individual accountability to organizational outcomes. GPO should, furthermore, ensure that managers and supervisors are trained on what the MLA and the respective CBAs cover, and what performance expectations are within the scope of each CBA. High-level performance metrics should trickle down to specific position metrics. Furthermore, employees should be provided with a copy of the performance expectations and any related metrics.

Supervisors should be transparent and provide performance expectations at the beginning of the performance period and discuss them with each employee. The discussion, and any agreed upon actions, should be documented. When issues with employees arise, the union should be engaged early in the process. Supervisors can enlist the union representative to work with them to help the employee be more successful. Waiting until issues escalate may lead to hostilities.

The supervisor should contemporaneously document all performance related interactions with employees to assure that in the case of a later disagreement, current and relevant documentation is available timely. In a unionized workplace, this is critical since management and the union may have differing views of what took place. The more contemporaneous documentation that exists, the less opportunity there will be to dispute what actually happened and instead would allow both parties to focus on the successful resolution of the issue.

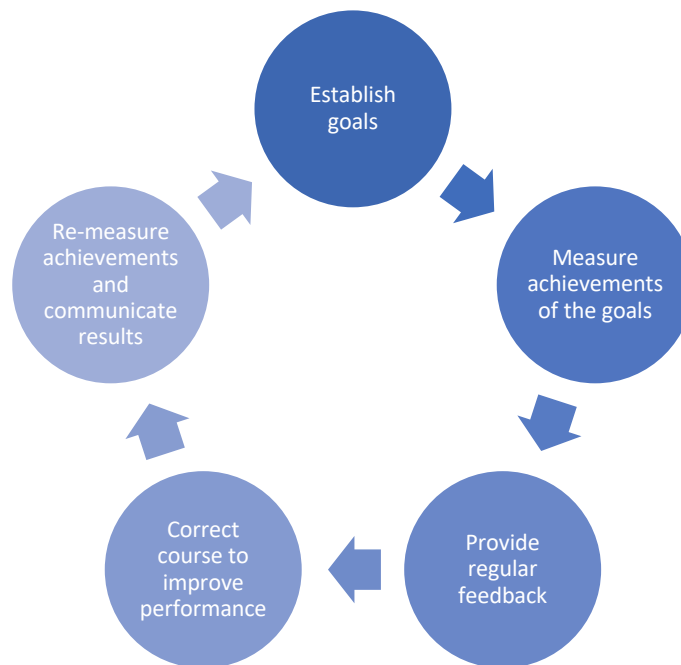
**Observation 6: Opportunity to refine and enhance the GPO management / union feedback loop.**

Some interviewees noted that they do not have regular opportunities to provide input on issues that affect them on an ongoing basis. More specifically, noted it would be beneficial to have regular, standing meetings with follow-ups between unions and GPO management to facilitate ongoing communication.

**Consideration 6: Refine and enhance the GPO management / union feedback loop.**

It is recommended that GPO consider exploring ways to enhance the management / union feedback loop, and thereby provide a structured mechanism to allow employees an opportunity to provide input on issues that affect them on an ongoing basis. A feedback loop is a best practice used by organizations to improve communication and execution. In a feedback loop, the organization seeks input on potential process improvements from its employees (and in some cases, customers), gathers and analyzes the input, prioritizes which changes will have the most impact, implements the changes, and informs employees of the changes that have been made as a result of their input. An example of the steps in a well-functioning feedback loop is illustrated in the figure below:

*Figure 19: Example of a Feedback Loop*



Input can be gathered through regular supervisor/employee meetings as well as through employee surveys. While some of the interviewees indicated that surveys are currently used at times, it is not clear that they are being used consistently, or that there are structured processes in place to use the feedback provided.

Surveys may be administered through web-enabled survey tools that provide opportunities for employee input, and that are easily accessible. In administering surveys, it is important to ensure confidentiality and to provide participants with a high degree of confidence that their feedback will not result in retribution. Once surveys have been completed, GPO management should report back to employees on the results and develop plans to address any issues that have surfaced, including specific planned actions and target milestones. Feedback should also flow in the other direction to create a continuous feedback loop, and GPO management should report periodically on its progress in addressing the issues raised.

When positive changes come about as a result of management response to input received in surveys and meetings, this information can be disseminated and properly attributed to the collaboration between management, union representatives, and employees. This can help to enhance the relationship between GPO management and unions as it demonstrates a commitment toward working collaboratively to achieve mutually shared goals and objectives.

Certain workplace issues can be addressed with joint communications from unions and management. This can foster greater acceptance and buy-in for upcoming changes. The process of creating joint communications can itself be a step toward developing a more harmonious relationship between GPO management and unions. In addition, where appropriate, joint communications would ensure that messages are communicated consistently.

**Observation 7: Opportunity to use technology more effectively to support GPO management / union relations.**

It was noted the most communication and relationship management actions between GPO managers and union representatives occur in an ad hoc or in an as needed manner, or as specifically required legally. There are a range of software solutions that are available to support organizational communication and collaboration that GPO might consider using in the future.

**Consideration 7: Select and implement technologies to support GPO management / union relations.**

It is recommended that GPO consider the identification and implementation of tools and technologies to facilitate streamlining the relationships between GPO management and union representatives. GPO management, possibly with input from union representatives, should also consider evaluating tools that could be deployed to support key activities such as:

- Structured communication – e.g. meetings, messaging, regularly scheduled updates
- Collaboration – joint projects, document sharing, real-time communication
- Tracking – project management, scheduling, progress management
- Analytics – survey results, performance measurement, trend analysis
- Reporting – case management, status reports, performance reports, management reports

The careful deployment of tools would not only enhance efforts to communicate and collaborate more effectively between GPO and its unions, but also aid strategic planning and decision-making processes across the organization.

## 7.0 CONCLUSION

The inherently adversarial nature of the relationship between a union and the organization in which its members are employed is frequently a source of potential tension and differing points of view. With this in mind, it appears the GPO management / union relationships are no exception.

While GPO management has invested in developing mechanisms to manage union relations and address union concerns, there remain significant opportunities to implement additional GPO / union relationship management approaches to improve outcomes.

It is, hence, important that GPO management and unions work collaboratively to identify tools and techniques that can be deployed to optimize their relationship(s) and streamline GPO / union operations.

## APPENDIX A: SUPPLEMENTAL UNION INFORMATION

### 1. Fraternal Order of Police (FOP) Lodge No. 1

<b>Union Name:</b>	<b>Fraternal Order of Police (FOP), Lodge No. 1</b>	
<b>Description</b>	GPO Police Officers	
<b>Union - Local</b>	30-0100	
<b>Bargaining Unit Code(s)</b>	1165	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
2022	19	30
2021	27	32
2020	27	30

### 2. Graphics Communications Conference (GCC) / International Brotherhood of the Teamsters (IBT), Local 1-C

<b>Union Name:</b>	<b>Washington Printing &amp; Graphic Communications Union, Local 1-C (GCC/IBT)</b>	
<b>Description</b>	<ul style="list-style-type: none"> <li>• Presspersons</li> <li>• Masonry Mechanics</li> </ul>	
<b>Union - Local</b>	39-0001	
<b>Bargaining Unit Code(s)</b>	None provided	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
2022	24	50
2021	25	44
2020	27	49

### 3. GCC/IBT, Local 4-B (GCIU Local 4-B)

<b>Union Name:</b>	<b>Graphic Communications Conference International Brotherhood of the Teamsters (GCC/IBT), GCIU Local 4-B</b>	
<b>Description</b>	<ul style="list-style-type: none"> <li>• Journeyperson Bindery Workers (JBW)</li> <li>• Bookbinders</li> </ul>	
<b>Union - Local</b>	39-0042	
<b>Bargaining Unit Code(s)</b>	1282, 1345	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
2022	55	146
2021	60	127
2020	66	134

#### 4. International Brotherhood of Electrical Workers (IBEW), Local 121

<b>Union Name:</b>	<b>International Brotherhood of Electrical Workers (IBEW), Local 121 [SMW TU Local 100, Formerly Bus 1551 (Merged with IBEW 121 and now IBEW 121)]</b>	
<b>Description</b>	<ul style="list-style-type: none"> <li>• Electricians</li> <li>• Elevator Mechanics</li> <li>• Stationary Engineers</li> <li>• Planner/Schedulers</li> <li>• Pipe &amp; Sheet Metal Journeypersons</li> </ul>	
<b>Union - Local</b>	39-0121	
<b>Bargaining Unit Code(s)</b>	1404, 1551	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
2022	47	54
2021	48	53
2020	45	51

#### 5. GCC/IBT, Local 285-M (Graphic Arts International)

<b>Union Name:</b>	<b>Graphic Communications Conference International Brotherhood of the Teamsters (GCC/IBT), Local 285-M (538-C Merged with 285-M)</b>	
<b>Description</b>	<ul style="list-style-type: none"> <li>• Offset Strippers</li> <li>• Photographers</li> <li>• Offset Platemaker Strippers</li> </ul>	
<b>Union - Local</b>	39-0285	
<b>Bargaining Unit Code(s)</b>	1435	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
2022	10	16
2021	13	19
2020	13	20

#### 6. Graphics Communications Conference International Brotherhood of the Teamsters (GCC/IBT), Local 713-S (Federal Printing Workers Union)

<b>Union Name:</b>	<b>Washington Federal Printing Workers' Union, Local 713-S (GCC/IBT)</b>	
<b>Description</b>	<ul style="list-style-type: none"> <li>• Plant and Production Workers (PPWs)</li> <li>• Printing Plant Workers</li> </ul>	
<b>Union - Local</b>	39-0713	
<b>Bargaining Unit Code(s)</b>	1443	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
2022	141	249
2021	151	265
2020	159	274



**7. CWA/CTU, Local 101-12 (Columbia Typographical Union)**

<b>Union Name:</b>	<b>Columbia Typographical Union, Local 101-12 (GCC/IBT)</b>	
<b>Description</b>	Electronic Photo-composition Division (EPD) Journeypersons	
<b>Union - Local</b>	39-1001	
<b>Bargaining Unit Code(s)</b>	1527	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
<b>2022</b>	80	141
<b>2021</b>	80	152
<b>2020</b>	84	164

**8. BPAT, Local 1937 (Speculative & Maintenance Painters)**

<b>Union Name:</b>	<b>Painters District Council No. 51, Local 1937 (BPAT Local 1937)</b>	
<b>Description</b>	Painters	
<b>Union - Local</b>	39-1937	
<b>Bargaining Unit Code(s)</b>	1196	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
<b>2022</b>	1	5
<b>2021</b>	1	3
<b>2020</b>	1	4

**9. International Association of Machinists and Aerospace Workers (I.A.M. & A.W.), Local 2135**

<b>Union Name:</b>	<b>International Association of Machinists and Aerospace Workers (I.A.M. &amp; A.W.) No. 2135</b>	
<b>Description</b>	<ul style="list-style-type: none"> <li>• Machinists</li> <li>• Auto mechanics</li> <li>• Welders</li> </ul>	
<b>Union - Local</b>	39-2135	
<b>Bargaining Unit Code(s)</b>	1390	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
<b>2022</b>	8	25
<b>2021</b>	5	25
<b>2020</b>	6	26

**10. American Federation of Government Employees/Printing Crafts Joint Council (AFGE/PCJC), Local 2876**

<b>Union Name:</b>	<b>American Federation of Government Employees/Printing Crafts Joint Council (AFGE/PCJC) Local 2876</b>	
<b>Description</b>	Central Office White Collar-AFGE Printing Crafts	
<b>Union - Local</b>	65-2876	
<b>Bargaining Unit Code(s)</b>	1117	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
<b>2022</b>	126	427
<b>2021</b>	135	429
<b>2020</b>	142	453

**11. American Federation of Government Employees (AFGE), Local 3392 (Pueblo, CO) (Pueblo Distribution Center)**

<b>Union Name:</b>	<b>American Federation of Government Employees, Local 3392 (Pueblo, CO)</b>	
<b>Description</b>	Pueblo Distribution Center	
<b>Union - Local</b>	65-3392	
<b>Bargaining Unit Code(s)</b>	1006	
<b>Membership (Year)</b>	<b>Dues Paying</b>	<b>Total Employees</b>
<b>2022</b>	6	12
<b>2021</b>	6	11
<b>2020</b>	5	11

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## 12. Information on the Joint Council of Unions

**Name:** Joint Council of Unions (JCU) at GPO

### Overview

- Teamsters Joint Councils are set up in areas with three or more local unions. Joint Councils help coordinate Teamsters activities in those areas. They also help solve problems and decide some jurisdictional and judicial matters. There are hundreds of Teamsters local unions across North America. Unlike other labor unions, the Teamsters Union is structured to promote strong local unions, and strong local leaders. Since the locals negotiate most Teamsters contracts and provide most of the services to the members, they keep most of the dues money. Locals retain their own expert labor lawyers, certified public accountants, full-time business agents, organizers, and clerical staff. The members of each local elect their own officers, devise their own structure, and vote on their own bylaws, compatible with the International Constitution and Bylaws. While enjoying their independence, the locals benefit from the expertise and assistance of the International Union, and of the various conferences and councils in the union's structure.<sup>14</sup>
- According to "GPO Union Officials Mailing List (dated July 21, 2022), the unions included in Joint Council of Unions includes the following:
  - Washington Federal Printing Workers' Union, Local 713-S
  - Columbia Typographical Union, Local 101-12
  - Graphic Communications Conference, Local 4-B (Bookbinders & Bindery Workers)
  - International Brotherhood of Electrical Workers, Local 121
  - Painters District Council No. 51, Local 1937
  - Washington Printing & Graphic Communications Union, Local 1-C

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<sup>14</sup> <https://teamster.org/about/teamsters-structure/>

## MEMORANDUM

**Date:** April 21, 2023  
**To:** Inspector General  
**Subject:** Agency Comments on the OIG Draft Union Study

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Thank you for the opportunity to offer the Agency's comments on the OIG Union Study dated March 10, 2023. We welcome this opportunity to review this product and offer our response.

Overall, we appreciate the observations and considerations contained in this product and are taking them under consideration. As you note, not all bargaining units participated in this study and thus the observations may not fully reflect the experience of bargaining unit teammates at GPO. However, the SWOT analysis highlighted some areas that may merit attention going forward.

Notably, the Agency is addressing one of the considerations through more regular meetings. Traditionally, the Director meets with interested union representatives prior to Agency town halls to preview the presentation and answer any questions. As we increase the cadence of Agency town hall meetings to quarterly, this provides a natural opportunity to meet with bargaining unit representatives every three months. We hope that this provides more regular opportunities for communication and remain open to other meetings if needed.

In general, my management team and I found this study filled with useful information, statistics, and data regarding the bargaining units that represent the teammates providing the vital support and services to accomplish the Agency's mission. This reference will provide a functional and valuable resource for the Agency's management team.

Thank you again for the opportunity to review and provide comments on the OIG Union Study. We look forward to continuing our productive work together.

If you have any questions, please don't hesitate to contact me.



HUGH NATHANIAL HALPERN

**cc: Deputy Director  
Chief of Staff**

## APPENDIX C: LIST OF ABBREVIATIONS

**AFGE** American Federation of Government Employees

**BEP** Bureau of Engraving and Printing

**BPAT** Brotherhood of Painters and Allied Trades

**CBA** Collective Bargaining Agreements

**CTU** Columbia Typographical Union

**CWA** Communications Workers of America

**FDLP** Federal Depository Library Program

**FOP** Fraternal Order of Police

**GCC** Graphics Communications Conference

**GG** General Grade

**GPO** United States Government Publishing Office

**HCAAF** Human Capital Accountability Assessment Framework

**IAM & AW** International Association of Machinists and Aerospace Workers

**IBEW** International Brotherhood of Electrical Workers

**IBT** International Brotherhood of the Teamsters

**MLA** Master Labor Agreement

**OIG** Office of the Inspector General

**OPM** Office of Personnel Management

**PAAT** Performance Appraisal Assessment Tool

**PCJC** Printing Crafts Joint Council

**SOP** Standard Operating Procedure

**SWOT** Strengths, Weaknesses, Opportunities, and Threats