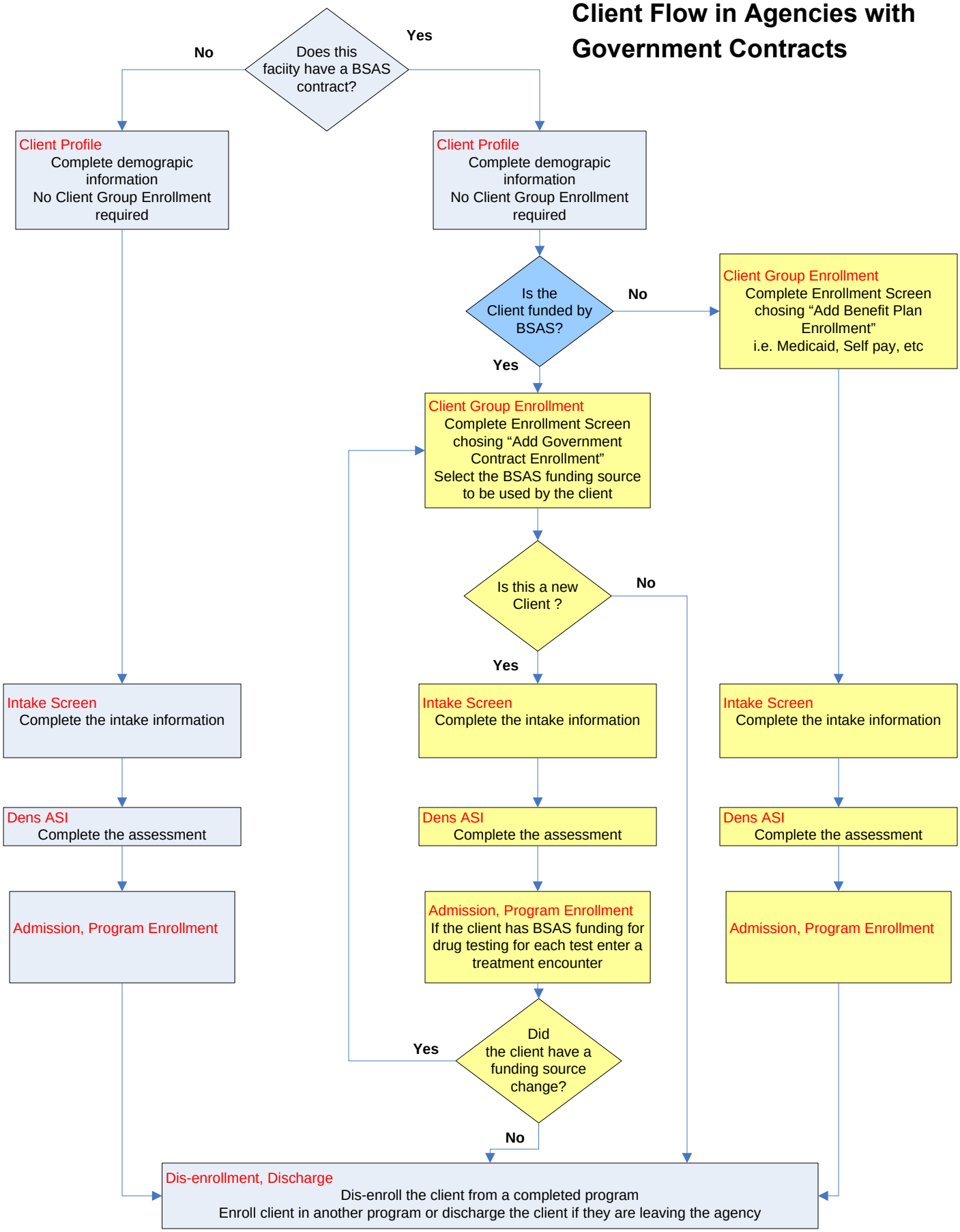Client Flow in Agencies with Government Contracts