

GAO

Annual Report to the Chairmen,
House and Senate Committees
on Appropriations

January 1992

145777

STATUS OF OPEN
RECOMMENDATIONS

Part A: Improving
National Security and
International Affairs
Programs



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United States
General Accounting Office
Washington, D.C. 20548

Comptroller General
of the United States

B-205879

January 15, 1992

The Honorable Jamie L. Whitten
Chairman, Committee on Appropriations
House of Representatives

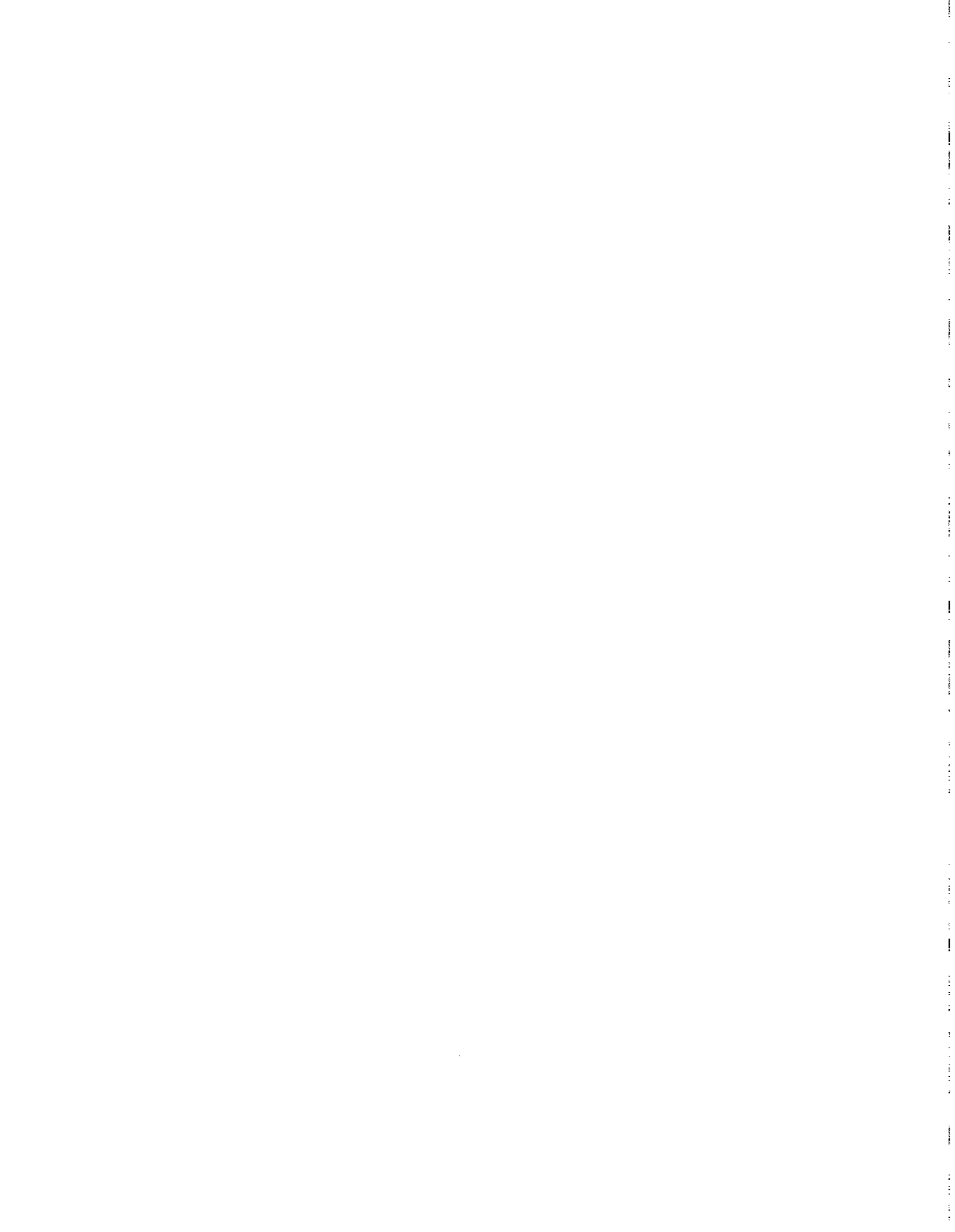
The Honorable Robert C. Byrd
Chairman, Committee on Appropriations
United States Senate

This is our annual report that summarizes the findings and open recommendations resulting from the General Accounting Office's (GAO) audits and other review work in federal departments and agencies on which satisfactory legislative or administrative actions have not yet been completed. To encourage prompt, responsive actions on its recommendations, GAO systematically follows up on them and annually reports on the status of open recommendations. This report, presented in four parts, contains information on a total of 2,334 GAO recommendations that were open as of September 30, 1991.

We are sending copies of this report to the Office of Management and Budget and federal departments and agencies, so that they may respond to inquiries about these issues during appropriations and oversight hearings. We are also sending copies to Chairpersons and Ranking Minority Members of all House and Senate committees and subcommittees to better inform them of the status of GAO's open recommendations.

A handwritten signature in cursive script that reads "Charles A. Bowsher".

Charles A. Bowsher
Comptroller General
of the United States



Preface

This report provides information on the status of GAO's recommendations that have not been fully implemented. The report is intended to help congressional and agency leaders determine the actions necessary to achieve the desired improvements in government operations. Congressional leaders, in particular, may find this information useful in preparing for upcoming appropriations and oversight activities.

In recent years, GAO has issued a greater number of products, resulting in more recommendations. To accommodate this increased number of recommendations and enhance the report's usefulness, the report is presented in four parts:

- Part A: National Security and International Affairs Programs (GAO/OP-92-1A);
- Part B: Resources, Community, and Economic Development Programs (GAO/OP-92-1B);
- Part C: Human Resource Programs (GAO/OP-92-1C); and
- Part D: Justice, General Government, Financial and Information Management and Evaluation Programs (GAO/OP-92-1D).

Although the contents page includes all four parts, the sections that are highlighted are the ones that are found in that particular report part.

GAO's products with open recommendations are arranged by issue area within major budget function categories. Each issue area section begins with a summary of the impact of GAO's work and key open recommendations.

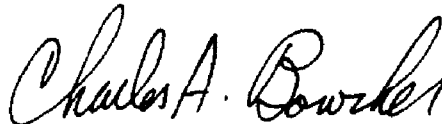
Each part of this report also includes two indexes that list the products contained in all four parts. Readers may use the "Committees of Jurisdiction" index to identify GAO products with findings and recommendations made to agencies for which committees have appropriation and oversight responsibility. Readers may use the "Recommendation Addressee" index to identify the same information by the agency to whom recommendations were addressed.

To help readers find information easily, the back cover of each part includes a "thumb index" that identifies the budget function categories and the two indexes. For example, to obtain pertinent information on defense programs, locate the budget category titled "National Defense (050)" in Part A.

Preface

The description of each GAO product includes the name and telephone number of a GAO manager to contact for additional information or assistance. Refer any information or questions not related to a specific product or recommendation to GAO's Office of Congressional Relations, (202) 275-5739.

Users desiring other parts of the report may order them by calling (202) 275-6241. Please direct comments, questions, or suggestions for improving this report to Chris Fossett, Office of Policy, (202) 275-1970.

A handwritten signature in cursive script that reads "Charles A. Bowsher".

Charles A. Bowsher
Comptroller General
of the United States

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Alphabetical Listing of Budget Function Categories

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270	Energy	B; 207
990, 998	Financial Management and Information Systems	D; 803
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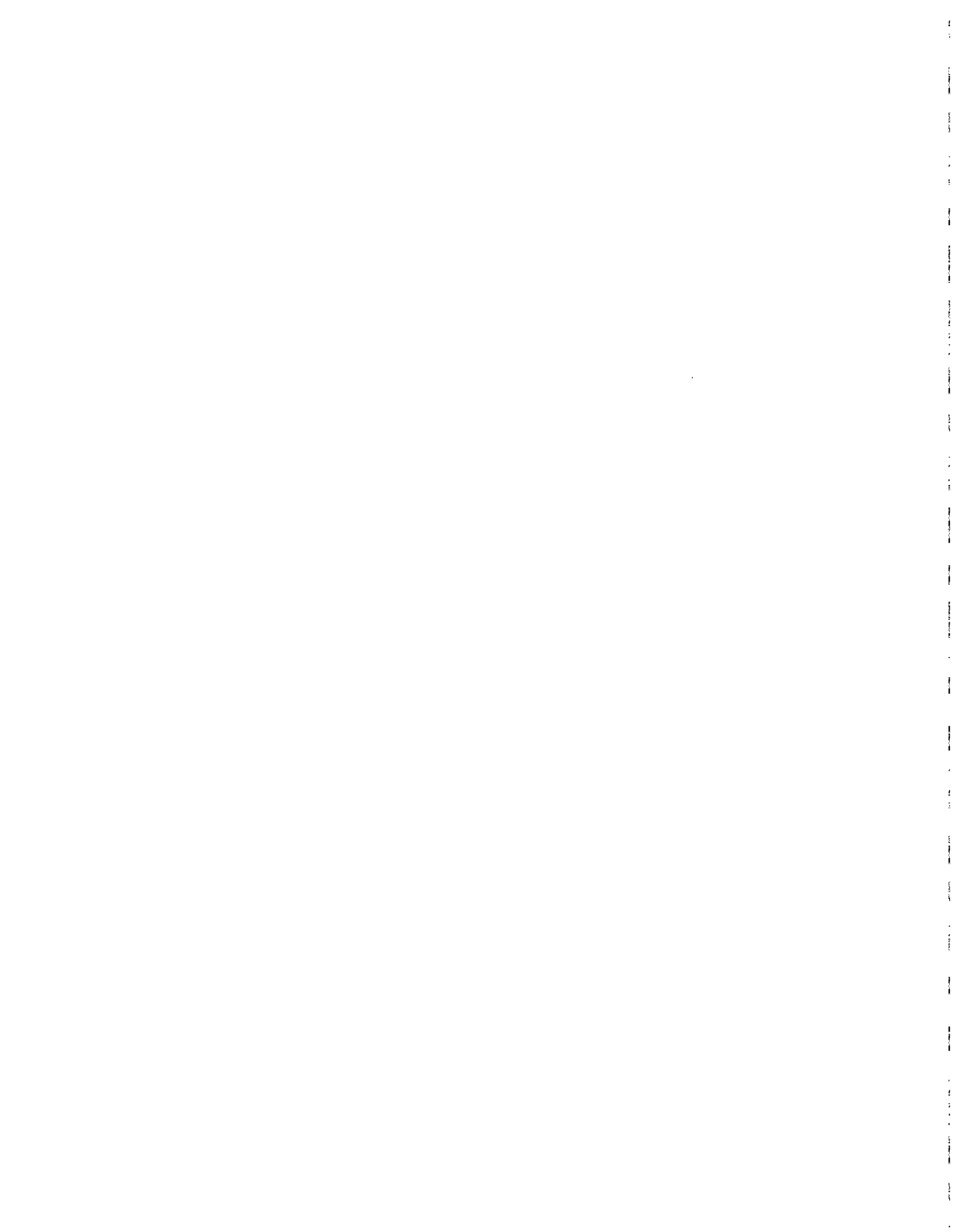
Example

Sample Entry

GAO Issue Area	Energy
Title	Gasoline Marketing: Consumers Have Limited...
Product Number/Date/ GAO Contact	RCED-90-50,04/16/90 GAO Contact: Victor S. Rezendes, (202)275-1441
Background	Background Pursuant to a congressional request, GAO reviewed the Federal Trade Commission's (FTC) and the Environmental Protection Agency's (EPA) implementation of gasoline octane certification and posting requirements.
Findings	Findings GAO found that: (1) FTC and EPA did not monitor compliance with octane posting requirements or use octane test results to prosecute violators; (2) there were no federal controls to...
Recommendations to Congress	Open Recommendations to Congress Recommendation: Congress should amend the Petroleum Marketing Practices Act (PMPA) to include octane certification and posting for gasoline-alcohol blends and other alternative motor fuels that may become available to reduce air pollution. Status: Action in process. Congressional Action: The Subcommittee on Energy and Power, House Committee on Energy and Commerce, held hearings on the report on June 20, 1990, and on June 21, 1991. The hearings...
Recommendation Status	
Congressional Action	
Recommendations to Agencies	Open Recommendations to Agencies Recommendation: The Chairman, FTC, and the Administrator, EPA, in consultation with the appropriate congressional committees and the... Addressee: Environmental Protection Agency Status: Action in process. EPA and FTC have initiated actions to determine the proper federal and... Addressee: Federal Trade Commission Status: Action in process. EPA and FTC have initiated actions to determine the proper federal and state roles and options that may effectively satisfy the PMPA requirements to ensure consumers of accurate octane postings.
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Air Force

Issue Area Summary: Air Force

Impact of GAO's Work

The U.S. Air Force, with an annual budget exceeding \$85 billion, operates a fleet of more than 9,000 aircraft and missiles. To address congressional concerns about the Air Force's management and effectiveness, we evaluate aircraft research and acquisition efforts, the operation and the maintenance of deployed air forces, the Strategic Defense Initiative (SDI), and the Department of Defense's (DOD) environmental program.

During fiscal year 1991, our work was used during congressional deliberations on DOD's authorization and appropriations for fiscal year 1992. We provided significant information on the two systems most debated—the procurement of the B-2 bomber and refocusing the SDI architecture to balance theater-, ground-, and space-based defenses. For example, our report and briefings on the extent of flight testing completed for the B-2 were cited often during the debate on the B-2 program. Our recommendation that the Congress reduce the concurrency in the program was reflected in the House version of its DOD Authorization Act for fiscal year 1992. We also testified on the history of SDI funding and the status of its development and provided timely information on how DOD was planning to spend SDI funds appropriated in fiscal year 1991 and requested for 1992. Reports and testimony we provided on the B-1B, especially on its defensive avionics capabilities, also contributed to the debate on the future bomber force.

We also helped the Congress decide on several important Air Force basing recommendations. We concurred in the Air Force's proposal to move its wing of F-117A stealth fighters from the Tonopah, Nevada, test range to Holloman Air Force Base in New Mexico. We worked with the House Committee on Armed Services to followup on our 1990 report on the U.S. involvement in the construction of a North Atlantic Treaty Organization base in Crotone, Italy. Our input led to the Committee's refusal to provide funding for the base. We also gave that Committee information on DOD's process for identifying bases and installations in Europe to consider for closure or realignment.

Drawing on our past work, we updated the Congress on the Air Force's progress in producing the Advanced Cruise Missile and the Advanced Medium Range Air-to-Air Missile (AMRAAM). Our input led the Congress to place significant controls on commitments to and production of these missiles. We also updated key committees on the status of the small intercontinental ballistic missile (ICBM) program and the impact of DOD's decisions not to schedule deployment of mobile-based ICBMs.

Our analyses of the Air Force's fiscal year 1992 budget requests, drawing significantly on the results of our programmatic reviews, identified areas where the Congress could consider reductions. In addition, we reported on several areas where improvement of the Air Force's management of its parts inventories would allow further reductions. For example, we showed how better redistribution of inventories at air force bases could alleviate the need for some new procurements.

During the past year, we updated our 1986 report on DOD's management of its hazardous wastes at overseas bases and issued an unclassified report. We suggested ways for DOD to improve its management of contracts for the disposal of hazardous wastes from its U.S. bases. We also provided input to the House Armed Services Committee's Panel on Environmental Restoration on DOD's estimates of its expected staffing needs to comply with current environmental laws and regulations and the costs it may incur to clean up hazardous wastes sites.

Key Open Recommendations

Major Weapons Systems

In several reports over the past few years, we have raised concerns about developmental problems with AMRAAM. Although most of those problems have been resolved, contractors were significantly behind schedule delivering production missiles. We recommended that (1) the Congress reduce DOD's \$882 million request for AMRAAM production funds for fiscal year 1992 by \$156.2 million and (2) the Secretary of Defense reduce missile quantities to be procured under subsequent contracts if the contractors fall further behind. (GAO/NSIAD-91-209, see p. 15.)

Minuteman II intercontinental ballistic missiles are the oldest part of the U.S. ICBM force, and DOD plans to begin retiring them in fiscal year 1992, consistent with the recent Strategic Arms Reduction Treaty agreement. We recommended that because DOD did not plan to invest additional funds to conduct necessary flight tests and achieve an acceptable reliability rate for the Minuteman II force, DOD accelerate the rate at which it planned to retire the missiles. Because DOD was placing increased emphasis on the Minutemen III force, we also recommended that DOD work with the Department of Energy to ensure the availability of warhead components for flight testing Minuteman III missiles through 2008. (GAO/NSIAD-90-242, see p. 12.)

Inventory Management

The Air Force has been overstating its requirements for aircraft consumable items (such as engine blades or piston rings). As a result, its procurements of spare items could be reduced, for fiscal year 1992, by as much as \$159 million. We recommended that the Congress consider such cuts to the Air Force's budget request and that the Secretary of the Air Force change the requirements computation policy to ensure that backordered recurring demands are not counted twice and that all applicable on-hand assets are considered. (GAO/NSIAD-91-201, see p. 17.)

The Air Force also has been missing opportunities to reduce its procurements of consumable items and low-cost equipment because it has not been adequately aware of excesses of these items at some of its bases that could be used to meet demands at other bases. We made several recommendations to improve item managers' visibility over excess assets and ensure that more of these assets were used to fill requisitions and backorders. (GAO/NSIAD-91-165, see p. 17.)

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Air Force

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Spare Parts: Air Force Reports Progress and Problems in Obtaining Competition

NSIAD-90-75, 02/14/90 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

GAO reviewed the progress and problems of Air Force competition advocate programs in obtaining competition on spare parts purchases.

Findings

GAO found that: (1) the Air Force obtained increased competition in spare parts procurement as a result of competition advocates' efforts to identify previously noncompetitive items as suitable for competition and to seek additional sources; (2) the Air Force spent 57 percent of its spare parts procurement funds noncompetitively, primarily because of limited engineering

data; and (3) competition advocates did not address the reasons for unavailable data. GAO also found that: (1) most noncompetitive purchases were for high-dollar parts, which potentially offered the opportunity for increased competition; (2) materiel managers were not very involved with the advocates in obtaining competition; and (3) advocates needed better management information to assess program results.

Open Recommendations to Agencies

Recommendation: The Secretary of the Air Force should direct the Competition Advocate General to develop,

considering costs and benefits, procedures that supplement the current screening program and involve materiel managers in developing strategies for eliminating barriers to competition in their program area specialties, paying particular attention to high-dollar parts. **Status:** Action not yet initiated.

Recommendation: The Secretary of the Air Force should direct the Competition Advocate General to develop, considering costs and benefits, information to identify the competitive results of source development initiatives and screening actions taken by the competition advocates. **Status:** Action not yet initiated.

Close Air Support: Airborne Controllers in High-Threat Areas May Not Be Needed

NSIAD-90-116, 04/04/90 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO reviewed the: (1) Air Force's present and future need for airborne controllers; (2) effect of increasing air defense threats on the Air Force's ability to perform the airborne controller role; and (3) cost and operational implications of reassigning A-10 aircraft from an attack role to a controller role.

Findings

GAO found that the Air Force: (1) relied on ground controllers to identify and mark targets and used airborne controllers to relay information from ground controllers; (2) considered airborne controllers necessary in high-threat areas because they were capable of both relaying information when other means of communication were degraded and adding battlefield information to assist the attack aircraft; (3) planned to annually reassess the need to renovate

OV-10 aircraft, since renovations cost about \$640,000 per aircraft; and (4) planned to replace existing OV-10 and OA-37 aircraft when close air support aircraft became available. GAO also found that the Air Force: (1) planned to improve direct communications between ground controllers and attack aircraft and modify navigation and targeting systems using the Automatic Target Handoff System, which would cost an estimated \$47,000 per aircraft; and (2) developed upgrades to the system's software to increase data transmission

amount to a full-rate production decision, in the absence of any complete testing; and (4) delaying production could preclude potential cost growth, program slippages, and performance shortfalls.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should delay the April 1990 initial Rail Garrison production decision until the Air Force has conducted some operational test and evaluation of the complete weapon system.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should revise the Air Force's current acquisition schedules so that the majority of the operational launch cars are not procured until after a final production decision, based on a completed operational test and evaluation program, has been made.

Status: Action not yet initiated.

Air Force ADP: Systems Funded Without Adequate Cost/Benefit Analyses

IMTEC-90-6, 12/28/89 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the Air Force Logistics Command's (AFLC) development of four management information systems, focusing on: (1) whether initial project planning weaknesses identified in other system development projects occurred in these projects; and (2) the cost-benefit analyses AFLC prepared in justifying and planning the projects.

Findings

GAO found that: (1) AFLC performed inadequate cost-benefit analyses on three of the four projects, while the fourth project, the Air Force Technical Order Management System (AFTOMS) was still in the initial planning stage; (2) the

cost-benefit analyses that AFLC performed on the Air Force Equipment Management System (AFEMS), the Automated Technical Order System (ATOS), and the Reliability and Maintainability Information System (REMIS) included only the existing system and one alternative, even though AFLC identified several feasible alternatives for each project; (3) AFLC claimed that the new systems would provide about \$8.4 billion in benefits, but could not support any of the claimed benefits; (4) AFLC significantly understated estimated project costs because it did not include data-loading costs in its analyses; (5) although the Air Force stated that AFLC could have done more complete analyses, it believed that the analyses met minimum requirements; and (6) many systems

experienced cost increases and schedule slippages, because the Air Force consistently allowed systems to proceed into development with deficient cost-benefit analyses.

Open Recommendations to Agencies

Recommendation: In light of the additional data-loading costs for ATOS, the Secretary of the Air Force should reevaluate this system to determine if the projected benefits justify the additional costs.

Status: Action in process. According to the Air Force program manager, ATOS final evaluation has been deferred until late 1991, as has the final decision on further expenditures on ATOS.

Missile Procurement: AMRAAM Not Ready for Full-Rate Production

NSIAD-89-201, 09/07/89 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO reviewed the status of the Advanced Medium Range Air-to-Air Missile (AMRAAM) before the Secretary of Defense's decision to begin full production, focusing on whether: (1) operationally realistic tests demonstrated the missile's required performance; (2) the missile's design was complete and stable; and (3) the contractors demonstrated the ability to produce quality missiles at the required production rates.

Findings

GAO found that: (1) although the completed tests demonstrated that AMRAAM met many performance requirements, the Air Force did not show that AMRAAM could meet its

probability-of-kill requirement; (2) a high number of failures early in testing showed that AMRAAM could not meet reliability requirements and that it needed additional design changes; (3) although the AMRAAM design continued to evolve during the first year of production, the Air Force did not complete all the required corrective actions; (4) the delivered missiles did not meet all performance requirements, since the design corrections required additional time; and (5) the Air Force delayed its full-rate production readiness reviews until December 1989.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should not authorize AMRAAM for full-rate production until realistic

tests demonstrate that the missile has met its performance and reliability requirements, the missile design stabilizes, and the Air Force's production readiness reviews show that the contractors can produce quality missiles at the required rates.

Status: Action in process. The Secretary of Defense agreed not to authorize AMRAAM for full-rate production until it is operationally effective and suitable, its design stabilizes, and the Air Force production readiness reviews show that the contractors can produce quality missiles at the required rates. That determination will be made at the program's milestone IIIB review, which has been postponed until 1992.

ICBM Modernization: Rail Garrison Production Decision and Launch Car Acquisition Should Be Delayed

NSIAD-90-19, 12/07/89 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

GAO reviewed the Air Force's intercontinental ballistic missile modernization efforts, focusing on the Department of Defense's (DOD) decision to rebase Peacekeeper missiles to rail garrisons, which provided the Air Force an opportunity to revise its missile launch schedule and more fully consider

operational test and evaluation results before deciding to begin initial and full-rate production.

Findings

GAO found that: (1) although DOD planned initial operational capability for the rebased missiles in 1992 and full operational capability in 1994, the Air

Force did not plan any operational testing and evaluation of the complete system prior to the initial production decision; (2) DOD scheduled an initial low-rate production decision for the missile launch cars for 1990, with a full production decision in 1992; (3) the Air Force planned to purchase 73 percent of the launch cars in connection with the initial production decision, which would

and provide added flexibility in radio jamming environments.

Open Recommendations to Agencies

Recommendation: Because the Automatic Target and Handoff System

being installed on A-10 and F-16 aircraft could improve direct communications from the ground control elements to attack aircraft and thus make airborne controllers unnecessary in high-threat areas, the Secretary of the Air Force should expedite the operational testing of the system and use the results to

reassess the need for airborne controllers in high-threat areas.
Status: Action not yet initiated.

Air Force ADP: Millions Can Be Saved If Automated Technical Order System Is Discontinued

IMTEC-90-72, 08/23/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the cost-effectiveness of the Air Force Logistics Command's (AFLC) Automated Technical Order System (ATOS), focusing on whether: (1) continued operation of ATOS would be cost-effective; and (2) further expenditures to enhance the system are warranted.

Findings

GAO found that: (1) using ATOS to revise technical orders was not cost-effective, since AFLC rarely used ATOS and the system was costly; (2) high ATOS operating costs were due to high hardware maintenance and operations personnel costs; (3) the Air Force used ATOS for 3 percent of its technical order revisions; (4) AFLC overestimated the number of technical order page revisions

ATOS and contractors would make, primarily because it based the estimate on the number of revisions weapons systems contractors made, but such contractors worked with developing systems requiring excessive changes; (5) AFLC estimated that it would need to revise between 346,000 and 460,000 pages per year, but during 1989, it used only 59,407 of the 234,798 pages it revised; (6) ATOS cost AFLC about \$5 million annually, over six times more than overflow contractors; (7) AFLC contended that ATOS would be more cost-effective as the number of technical orders revised increased, but to increase productivity AFLC would have to continue building the data base and increase ATOS unit staffing; (8) AFLC estimated that ATOS data base completion would cost \$100 million, and requested \$25 million annually; (9) AFLC further contended that the ATOS data

base could eventually be used for the Air Force Technical Order Management System (AFTOMS), but AFTOMS is still in its early concept development phase; and (10) AFLC expected that future data-entry technology advances could significantly reduce data-entry costs.

Open Recommendations to Agencies

Recommendation: The Secretary of the Air Force should direct AFLC to discontinue using ATOS to revise technical orders and use contractors instead.

Status: Action in process. The Department of Defense directed the Air Force to do a cost/benefit analysis of the system. It will decide whether to discontinue the system in late 1991 pending the results of this analysis.

Strategic Forces: Minuteman Weapon System Status and Current Issues

NSIAD-90-242, 09/28/90 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO evaluated the Air Force's plans to retain the Minuteman II and III missile force through fiscal year (FY) 2008, focusing on: (1) the costs; (2) the impacts of aging; (3) life support extension programs; and (4) the capability of the Air Force to assess and demonstrate the operational condition of the missiles.

Findings

GAO found that: (1) to extend the life of the Minuteman force, the Air Force must maintain missiles in a launch-ready state; (2) the Intercontinental Ballistic Missile Systems program office estimated that it would need about \$30.4 billion to maintain the force, although the estimate could decrease by an undetermined amount in light of a decision to retire half of the force; (3) a shortage of missiles and missile components curtailed operational flight testing of the Minuteman II system; (4) the Air Force maintained Minuteman III

missiles in accordance with planning criteria; (5) the reliability of the Minuteman III force was at an acceptable level, but the reliability level of the Minuteman II was not acceptable; (6) under current testing schedules, the Air Force would not have spare components for flight testing to support Minuteman III reliability assessments after 1999; and (7) under current plans, confidence in Minuteman II missile performance could not be restored and sustained.

Open Recommendations to Agencies

Recommendation: In view of the Department of Defense's (DOD) decision not to correct the deteriorating condition of the missile and the several hundred million dollars in costs to operate and support the system, the Secretary of Defense should direct the retirement of the Minuteman II weapon system at a rate that would retire the system earlier than the projected date of 1998,

consistent with any strategic arms reduction talks agreements that are concluded.

Status: Action in process. As of late 1991, the program is undergoing substantial changes, including some that would be responsive to the report's recommendations. The DOD Office of Defense Research and Engineering has not yet informed GAO about the specific actions that will be taken.

Recommendation: The Secretary of Energy, in conjunction with the Secretary of Defense, should develop a plan to ensure the availability of Minuteman III MK 12A warhead components for flight testing through FY 2008.

Status: Action in process. A draft action plan was determined by the Department of Energy (DOE) to be classified. Since the report was unclassified, DOE opted to revise the action plan so that it will be unclassified. The revised action plan was in coordination within DOE and should be provided to GAO in late 1991.

Attack Warning: Costs to Modernize NORAD's Computer System Significantly Understated

IMTEC-91-23, 04/10/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) and Air Force's efforts

to upgrade the North American Aerospace Defense Command's (NORAD) Integrated Tactical Warning and Attack Assessment System's computerized

subsystems at Cheyenne Mountain, Wyoming, focusing on: (1) recent organizational changes for managing the Cheyenne Mountain Upgrade (CMU)

program; and (2) whether the Air Force's \$1.58 billion cost estimate for a mission-ready system was realistic.

Findings

GAO found that: (1) DOD and the Air Force made some organizational changes to increase CMU program management oversight, but had not appointed a single accountable manager for the total system; (2) DOD designated the program as a major system acquisition, but the resolution of system integration problems would still be impeded by the fragmentation of responsibilities; (3) in February 1990, the Air Force estimated the program's cost at \$1.58 billion, but understated the estimate by at least \$350 million; and (4) the Air Force deferred some subsystem requirements to keep the program within its short-term cost and schedule goals, which could significantly increase the duration and cost of system development.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should ensure that the total costs to develop and deliver a fully functional, mission-ready CMU system be reported to Congress in the next quarterly Selected Acquisition Report. These costs should include those for completing all requirements, testing and maintaining delivered portions of the system until a complete mission-ready system is operational, and correcting integration problems.

Status: Action in process. DOD is currently developing a special report to Congress that is expected to set forth total CMU program costs for developing a complete operational mission-ready system. DOD had expected to deliver this report in July 1991, but found the effort of identifying and assembling total program costs to be more complex than had been expected. DOD now plans to

submit this report to Congress by the end of 1991.

Recommendation: The Secretary of Defense should direct the Secretary of the Air Force to assess the cost, schedule, and performance risks to the overall program from deferring subsystem requirements to later stages of system development, and report the results of this assessment to congressional appropriations and oversight committees.

Status: Action in process. DOD is currently developing a special report to Congress that is expected to set forth total CMU program costs for developing a complete operational mission-ready system. DOD had expected to deliver this report in July 1991, but found the effort of identifying and assembling total program costs to be more complex than had been expected. DOD now plans to submit this report to Congress by the end of 1991.

Computer Technology: Air Attack Warning System Cannot Process All Radar Track Data

IMTEC-91-15, 05/13/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO assessed the capability of the AN/FYQ-93 (Q-93) computer used to process Atmospheric Tactical Warning and Attack Assessment (Atmospheric TW/AA) data for the North American Aerospace Defense Command (NORAD), focusing on the Air Force's plans to integrate upgraded and new radars into the system.

Findings

GAO found that: (1) the Q-93 architecture provided limited expansion capabilities to accommodate changing processing work loads and requirements; (2) Air Force studies identified serious problems with Q-93 memory available to process and store aircraft tracks generated from planned radar sources; (3) the Air Force did not adequately analyze Q-93 capacity and performance capabilities or establish a formal capacity management and performance monitoring program; (4) the Department

of Defense (DOD) did not manage the components of the Atmospheric TW/AA system from a system-level perspective; (5) although DOD spent almost \$3 billion to acquire planned radar upgrades and additions for Atmospheric TW/AA and counter-narcotics missions, it did not resolve how the work load generated by those radars would be effectively processed and forwarded to decision makers; and (6) NORAD processing of DOD counter-narcotics mission data was duplicative and placed an unnecessary burden on Q-93.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should review the radar and data processing capabilities and requirements for its Atmospheric TW/AA system and implement a comprehensive computer capacity and performance management program. Using the results of this program, DOD should establish an appropriate radar and data processing architecture that can effectively accomplish its current

mission and be expanded to meet future needs. In developing this architecture, DOD should: (1) validate current and planned radar data processing requirements; (2) identify a range of alternatives for processing the current and planned work loads, including alternatives based on a modern, flexible, and expandable architecture; (3) select the most advantageous alternative, using criteria including flexibility, to meet expanding requirements and life-cycle costs; and (4) ensure that, in the future,

the impact of upgrading or adding radars to the Atmospheric TW/AA system, including the impact on the processing component, is fully evaluated and approved.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should discontinue using Q-93 to receive, process, and display counter-narcotics radar data, which duplicates that processed by the Customs Service. **Status:** Action not yet initiated.

Air Force Depot Maintenance: More Efforts Are Needed to Improve Safety and Training

NSIAD-91-89, 05/23/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO evaluated the Air Force's efforts to correct aircraft maintenance training and safety problems that caused similar major accidents within a 13-month period at 3 air logistics centers (ALC).

Findings

GAO found that: (1) maintenance workers' failure to remove vent plugs prior to fueling aircraft caused similar accidents at the 3 ALC within a 13-month period; (2) poor supervision, operating procedure violations, and safety hazards contributed to the accidents; (3) untrained and uncertified workers continued to perform critical maintenance tasks for which they were not qualified; (4) the failure of managers to give adequate priority to safety concerns led to poor work practices; (5) the Air Force Logistics Command (AFLC) was developing a new training program to provide a more structured

and standardized training approach; (6) much of the certification and safety regulation was left to the interpretation and application of individual supervisors and to each ALC; (7) some maintenance equipment and tools failed to meet standards; and (8) without stronger direction and improved AFLC oversight, ALC could continue to ineffectively and inconsistently implement improvement efforts, and the potential for major maintenance accidents would continue.

Open Recommendations to Agencies

Recommendation: The Secretary of the Air Force should direct the Commander, AFLC, to effectively implement needed improvements in maintenance training, certification, and safety programs, including providing clear guidance and procedures to managers and workers at its ALC and routinely monitoring and reinforcing the need for a strong and continuing commitment to safety.

Status: Action in process. In February 1991, the Air Force Secretariat sent a memorandum to the Air Staff to ensure continued AFLC emphasis is placed on the improvement of maintenance training, certification, and safety programs. According to DOD, this is being accomplished through a combination of short-term actions and long-range programs under way and planned to correct these deficiencies. No completion date has been set.

Recommendation: The Secretary of the Air Force should direct the Commander, AFLC, to effectively implement needed improvements in maintenance training, certification, and safety programs, including evaluating and periodically reporting to the Secretary of the Air Force on AFLC progress in correcting the problems that contributed to the accidents at each ALC until all have been corrected.

Status: Action in process. In the February 1991 Air Force Secretariat

memorandum, the Air Staff was tasked to ensure that the Commander, AFLC, provides clear guidance and procedures to managers and workers at ALC and routinely monitors and reinforces the need for strong and continuing commitment to safety. No completion date has been established.

Recommendation: The Secretary of the Air Force should direct the Commander,

AFLC, to effectively implement needed improvements in maintenance training, certification, and safety programs, including periodically monitoring and reporting to the Secretary of the Air Force on AFLC progress in achieving timely and effective implementation of needed improvements to maintenance training and certification programs at the ALC.

Status: Action in process. The Air Force reports that it will oversee and evaluate AFLC progress to correct the problems contributing to the accidents, until the problems have been corrected. This will be accomplished through semiannual status briefings which will be held at ALC on a rotating basis. The first briefing was held in July 1991. GAO will continue to monitor the effectiveness of this process.

Missile Procurement: AMRAAM's Reliability Is Improving, but Production Challenges Remain

NSIAD-91-209, 06/20/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

GAO reviewed the status of the Advanced Medium Range Air-to-Air Missile (AMRAAM) program, focusing on whether the: (1) Department of Defense had conducted operationally realistic tests on AMRAAM effectiveness and suitability in combat; and (2) development contractors demonstrated the ability to produce quality missiles at the required rate.

Findings

GAO found that: (1) AMRAAM reliability more than doubled from an average of about 90 hours between maintenance in early 1990 to over 200 hours in early 1991, meeting the reliability requirement for full-rate production; (2) the Air Force only completed about 60 percent of its test program designed to demonstrate progress toward the 450 hours required after the system has been operational for 2 years; (3) the Defense Acquisition

Board concluded that additional testing was needed before AMRAAM could enter full-rate production; (4) questions remained regarding AMRAAM effectiveness after being carried on operationally realistic flights and the lethality of the missile's warhead; (5) as of May 1990, the contractors' missile deliveries were at least 6 months behind schedule, since the design and manufacturing changes resulted in further delays, causing the Air Force to extend delivery schedules; (6) on the basis of new delivery schedules, \$156.2 million of the \$882 million requested for 891 missiles for fiscal year (FY) 1992 will not be needed, since the Air Force does not expect delivery of 314 requested missiles until FY 1993; and (7) unless both contractors substantially increase their deliveries, the amount of unneeded funds will increase.

Open Recommendations to Congress

Recommendation: Because of delays in production and consequent lower funding requirements for FY 1992, Congress should reduce the services' \$882 million request for AMRAAM production for FY 1992 by \$156.2 million.

Status: Action in process.

Congressional Action: Congress is considering AMRAAM funding as part of the FY 1992 budget request.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should monitor the contractors' progress in meeting the current production schedules and, if their deliveries fall further behind, reduce missile quantities procured under subsequent contracts.

Status: Action not yet initiated.

Air Force Budget: Opportunity to Reduce Appropriations Used for Temporary Lodging

NSIAD-91-179, 07/03/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

GAO provided information on: (1) excess funds derived from daily service charges for temporarily lodging Air Force personnel; and (2) the use of a nonappropriated capital investment account for upgrading and maintaining such lodging.

Findings

GAO found that: (1) since it budgeted for the same capital requirements with both appropriated and nonappropriated funds, the Air Force accumulated an average of \$23 million in excess funds in its capital investment account during fiscal year (FY) 1986 and FY 1990; (2) only the Air Force designates temporary lodging facilities as mission-essential facilities and regulations require installations to develop budgets to cover capital requirements with nonappropriated funds; (3) dual budgets were considered a barrier against possible shortfalls in appropriated fund support; (4) at the end of FY 1990, the Air Force's capital investment account balance was \$19 million; (5) the Air Force suggested that the major commands use the available cash to meet capital requirements such

as installation of telephones, televisions and cable service, and carpeting; (6) Air Force major commands reported an unvalidated \$75 million in capital requirements for FY 1991 through the next 2 years; and (7) it was inappropriate to budget for the same capital requirements in both appropriated and nonappropriated funds.

Open Recommendations to Congress

Recommendation: To eliminate the excess in the capital investment account, the Committees on Appropriations may wish to consider reducing the Air Force's FY 1992 budget request by \$19 million and requiring the Air Force to use the funds available in the nonappropriated fund to satisfy capital requirements.

Addressee: House Committee on Appropriations

Status: Action not yet initiated.

Addressee: Senate Committee on Appropriations

Status: Action not yet initiated.

Congressional Action: The House Appropriations Committee cut the Air Force FY 1992 budget request by \$19

million to reflect findings in the GAO report and also recommended that the Air Force modify regulations on temporary lodging facilities.

Open Recommendations to Agencies

Recommendation: The dual budgeting for capital requirements is inappropriate and results in excess funds. To prevent further accumulation of excess funds, the Secretary of Defense should direct the Secretary of the Air Force to discontinue the practice of budgeting for the same capital requirements in both appropriated and nonappropriated accounts.

Status: Action in process. The Department of Defense has prepared a draft directive instructing the Air Force to discontinue budgeting for the same capital requirements in both appropriated and nonappropriated accounts. The draft directive is currently being reviewed and the projected issue date is late 1991. The Air Force has already issued a similar instruction on August 31, 1991.

Air Force Logistics: Improved Redistribution of Retail Inventories Needed

NSIAD-91-165, 07/10/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO examined the Air Force's management of its excess retail inventory, focusing on whether the Air Force: (1) accurately and completely reported the inventory; (2) properly considered it in procurement decisions; and (3) used it to fill other retail activities' requisitions.

Findings

GAO found that: (1) between September 1987 and March 1990, inventories of consumable items and low-cost equipment that exceeded Air Force operating needs increased from \$442 million to \$927 million; (2) the Air Force accumulated about \$1 billion in excess retail inventories due to limited visibility over retail excess by wholesale inventory managers and the Defense Program for the Redistribution of Assets (DEPRA); (3) limited visibility occurred because the Air Force does not require

complete reporting of retail-level excess and allows retail activities to prematurely cancel reports of excess; (4) air logistics centers (ALC) did not always use reported excesses to fill backorders and DEPRA was not aware of many redistribution opportunities; (5) ALC issued redistribution orders to fill backorders in only about 21 percent of 244 excess reports; and (6) the primary reasons for excess retail inventory included decreasing demands, customer turn-ins, requisitioning problems, inventory adjustments, and deletion of adjusted levels; and (7) the Air Force is studying inventory growth to develop strategies for reducing inventories, but it is not broad enough to identify specific corrective action.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should instruct the Director, Defense Logistics Agency, to hold item

managers' responses to Air Force reports of excess for a maximum of 90 days rather than 75 days.

Status: Action in process. Estimated completion date: 11/94. The Department of Defense (DOD) anticipates that a Military Standard Requisitioning and Issuing Procedures change will be processed in late 1991 requiring the Defense Automated Addressing System Office to retain Air Force reports of excess for 90 days.

Recommendation: The Secretary of the Air Force should require retail supply activities to report all assets above their requisitioning objectives to wholesale inventory managers and to DEPRA.

Status: Action in process. Estimated completion date: 02/92. On January 28, 1991, the Air Force directed its Standard Systems Center to modify the Standard Base Supply System to report all assets above the requisitioning objective to wholesale managers. The estimated completion date is February 1992.

Air Force Requirements: Requirement Computations for Aircraft Consumable Items Can Be Improved

NSIAD-91-201, 07/17/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO examined the accuracy of requirement computations for aircraft consumable items managed through the

System Support Division of the Air Force stock fund, focusing on whether the Air Force could achieve procurement economies for such items by improving requirement computations.

Findings

GAO found that: (1) the consumable item requirements computation process improperly included backordered requirements in computing reorder and

termination levels; (2) as of January 31, 1991, the Air Force's duplication of backordered items in reorder level computations has resulted in \$446 million in overstated requirements, which could increase fiscal year (FY) 1992 procurements by \$107 million; (3) although some critical backorder cases require additional stocks, procurements based on duplicated backorders did not correct the shortage situation any faster than the system could have without the duplication and in some cases contributed to on-order excesses; (4) as of January 31, 1991, the Air Force's requirement computations took into consideration depot maintenance requirements valued at \$363 million, but did not consider \$217 million of available assets that were applicable to those requirements; and (5) by eliminating the duplication and considering all applicable assets in computing

requirements, the Air Force could reduce FY 1992 procurements by as much as \$159 million.

Open Recommendations to Congress

Recommendation: Congress should consider a reduction in the Air Force FY 1992 stock fund budget request to reflect the overstatement of requirements and the possibility of unnecessary procurements.

Congressional Action: The House Armed Services Committee recommended a \$140 million authorization reduction to the Air Force's fiscal year 1992 operations and maintenance budget.

Open Recommendations to Agencies

Recommendation: The Secretary of the Air Force should direct the Commander, Air Force Logistics Command (AFLC), to make the necessary changes to requirements computation policy and procedures for aircraft consumable items to ensure that backordered recurring demands are not counted twice in the computation of reorder and on-order termination levels.

Status: Action not yet initiated.

Recommendation: The Secretary of the Air Force should direct the Commander, AFLC, to make the necessary changes to requirements computation policy and procedures for aircraft consumable items to ensure that on-hand assets applicable to depot maintenance requirements are considered in requirement computations.

Status: Action not yet initiated.

Expired Appropriations: New Limitations on Availability Make Improved Management by DOD Essential

NSIAD-91-225, 07/18/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO examined the Department of Defense's (DOD) use of expired appropriations, focusing on the: (1) growth and size of the M accounts and the merged surplus authority through September 30, 1990; (2) use of such accounts by the Army, Navy, and Air Force to fund upward adjustments of contract costs; and (3) extent to which that use satisfies all legal requirements.

Findings

GAO found that: (1) between 1980 and 1990, the services' combined M accounts grew from \$2.7 billion to \$18.8 billion, and the merged surplus authority grew from \$5.2 billion to \$27 billion; (2) contract cost overruns, the settlement of contractors' claims, and the funding of contingent liability from expired budget authority accounted for over half of the expired budget authority requested; (3) between fiscal years 1985 and 1989, certain programs made multiple requests for large amounts of expired and lapsed budget authority to fund upward adjustments of previously

obligated budget authority; (4) legislation limited the requirement that DOD notify Congress before using expired budget authority to make large upward adjustments to contract costs; (5) of the 18 upward adjustments GAO studied, nine were proper, three were improper, and the remaining six were necessitated by poor management practices; (6) new legislation will phase out existing M accounts, eliminate merged surplus authority, and make expired appropriations available to agencies for a finite period; and (7) such actions will increase the need for agencies to improve their management and control over the use of expired appropriations.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the service secretaries to revise their procedures for the use of expired budget authority to require, in addition to the information already provided in the request and

approval process, a comprehensive statement concerning the reason for the upward adjustment. This information should explain the circumstances, contingencies, or management practices that caused the need for the upward adjustment.

Status: Action in process. Office of the Secretary of Defense guidance is being

developed to implement the legislatively imposed limitations on availability of appropriation accounts and will address specific requirements to enhance oversight over use of expired budget authority. This guidance should be completed by late 1991.

Expired Appropriations: New Limitations on Availability Make Improved Management by DOD Essential

NSIAD-91-226, 07/18/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO examined the Department of Defense's (DOD) use of expired appropriations, focusing on the: (1) growth and size of the M accounts and the merged surplus authority through September 30, 1990; (2) use of such accounts by the Army, Navy and Air Force to fund upward adjustments of contract costs; and (3) extent to which that use satisfied all legal requirements.

Findings

GAO found that: (1) between 1980 and 1990, the services' combined M accounts grew from \$2.7 billion to \$18.8 billion, and the merged surplus authority grew from \$5.2 billion to \$27 billion; (2) contract cost overruns, the settlement of contractors' claims, and the funding of contingent liability from expired budget authority accounted for over half of the

expired budget authority requested; (3) between fiscal years 1985 and 1989, certain programs made multiple requests for large amounts of expired and lapsed budget authority to fund upward adjustments of previously obligated budget authority; (4) legislation limited the requirement that DOD notify Congress before using expired budget authority to make large upward adjustments to contract costs; (5) of the 18 upward adjustments GAO studied, nine were proper, three were improper, and the remaining six were necessitated by poor management practices; (6) new legislation will phase out existing M accounts, eliminate merged surplus authority, and make expired appropriations available to agencies for a finite period; and (7) such actions will increase the need for agencies to improve their management and control over the use of expired appropriations.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the service secretaries to revise their procedures for the use of expired budget authority to require, in addition to the information already provided in the request and approval process, a comprehensive statement concerning the reason for the upward adjustment. This information should explain the circumstances, contingencies, or management practices that caused the need for the upward adjustment.

Status: Action in process. The Office of the Secretary of Defense guidance is being developed to implement the legislatively imposed limitations on availability of appropriation accounts and will address specific requirements to enhance oversight over use of expired budget authority. This guidance should be completed by late 1991.

Munitions Procurement: Resolve Questions Before Proceeding With Sensor Fuzed Weapon Production

NSIAD-91-235, 08/16/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO examined the Air Force's Sensor Fuzed Weapon's readiness for low-rate initial production, focusing on the: (1) status of developmental and operational testing; (2) adequacy of cost and operational effectiveness analyses; and (3) status of the threat that the weapon is intended to counter.

Findings

GAO found that: (1) as of May 1991, the Air Force had successfully completed 33 of 38 planned developmental tests and 11 of 30 planned initial operating tests; (2) although the current plan did not call for the completion of 3 developmental and 10 operational tests before the September 1991 production decision, the program manager stated that the Air Force would complete all critical tests before that time; (3) previous cost

analyses indicating that the interdiction weapon was more cost-effective than existing weapons used an effectiveness criterion for close support weapons, since there was no criterion for interdiction weapons; (4) the Air Force may not include the full range of interdiction weapons in further cost-effectiveness analyses; and (5) the Air Force developed the weapon primarily to counter the Warsaw Pact's numerical tank advantage in Central Europe, but that threat has changed considerably with the Pact's disintegration.

Open Recommendations to Congress

Recommendation: Congress should deny production funds for the sensor fuzed weapon program until the Department of Defense (DOD) reassesses the weapon's cost and operational effectiveness in relation to other

interdiction weapons in the DOD inventory.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should: (1) direct the Joint Technical Coordinating Group for Munitions Effectiveness to expedite its development of an effectiveness criterion for interdiction weapons; (2) direct the Secretary of the Air Force to assess the sensor fuzed weapon's cost and operational effectiveness in comparison to the full range of interdiction weapons using an approved interdiction criterion; and (3) not approve the sensor fuzed weapon for production until the Air Force conclusively demonstrates that the weapon is cost-effective in its primary mission.

Status: Action not yet initiated.

Titan IV Launch Vehicle: Restructured Program Could Reduce Fiscal Year 1992 Funding Needs

NSIAD-91-271, 09/06/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO reviewed the Air Force's coordination of production and launch schedules for the Titan IV expendable launch vehicle program, focusing on: (1) the possible effect these schedules may

have on the President's fiscal year (FY) 1992 budget for the Titan IV program; and (2) opportunities for savings.

Findings

GAO found that: (1) the Air Force is planning a slowdown of production to

better synchronize production and launch schedules for the Titan IV expendable launch vehicle program; (2) since Titan IV program officials and the contractor have not yet reached agreement on the revised schedule and cost estimate, specific information about

the impact on the budget is not yet available; (3) due to program delays, not all of the FY 1992 procurement funding may be needed for the solid rocket motor upgrade; (4) although Titan IV production delays and uncertainties may eventually increase overall program costs, the budgetary requirement for Titan IV may be reduced by \$47 million in FY 1992 and by \$11 million in FY 1993; (5) such program uncertainties as the absence of a contract for Defense Support Program satellites to be launched by the two Inertial Upper Stage vehicles and the National Aeronautics and Space Administration's potential withdrawal as a partner in the procurement also raise questions about the long-lead funding and future full procurement of such vehicles; and (6) program officials estimate that costs for

the motor assembly facility will not exceed \$51 million of the \$89 million appropriated in the FY 1990 military construction budget, but as of July 1, 1991, the remaining \$35.5 million had not been reprogrammed.

Open Recommendations to Congress

Recommendation: Congress may wish to consider requiring the Secretary of Defense to report to the House and Senate Committees on Armed Services and Appropriations on details of the planned Titan IV production slowdown and the impact of this production slowdown on FY 1992 funding requirements for the Titan IV and associated classified users, prior to obligating FY 1992 funds.

Status: Action not yet initiated.

Recommendation: Congress may wish to consider requiring the Secretary of Defense to report to the House and Senate Committees on Armed Services and Appropriations on analysis of alternatives to long-lead funding in FY 1992 and procurement in FY 1995 of two Inertial Upper Stage vehicles given the uncertainties in the program, prior to obligating FY 1992 funds.

Status: Action not yet initiated.

Recommendation: Congress may wish to consider rescinding \$35.5 million from the FY 1990 Air Force military construction appropriation provided for the construction of the Solid Rocket Motor Assembly and Readiness Facility.

Status: Action not yet initiated.

Defense Against Nuclear Weapons: Coordinated Strategy Needed Between SDI and Air Defense Initiative

NSIAD-91-264, 09/24/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

Background

Pursuant to a congressional request, GAO: (1) provided information on whether the Department of Defense (DOD) has refocused the Air Defense Initiative (ADI) based on the changed Soviet threat; and (2) compared the ADI program's funding and schedule with those of the Strategic Defense Initiative (SDI), a companion program.

Findings

GAO found that: (1) although recent policy decisions suggest that the SDI and ADI programs should be closely linked, the programs appear to be proceeding independently and on different schedules; (2) the number of cruise

missiles, bombs, and short-range attack missiles in the Soviet Union can be expected to increase over the next several years from 13 percent to 39 percent of the total number of Soviet nuclear weapons; (3) by 2000, at least 24 developing nations will possess ballistic missiles and 9 of those nations either have or are close to acquiring nuclear capabilities; (4) although ADI is being refocused, DOD has not defined an initial ADI baseline architecture; (5) in fiscal year (FY) 1991, the SDI Organization estimated that the Global Protection Against Limited Strikes (GPALS) architecture would cost \$46 billion, of which the SDI Organization had funded only \$1.8 billion; (6) for FY 1992 and 1993, the DOD funding request

of \$589 million for ADI is only 6 percent of its \$9.5 billion SDI request; (7) the funding difference between the programs indicates that ADI will fall further behind SDI in coming years; (8) for FY 1994 through FY 1997 the DOD Future Years Defense Plan includes \$30 billion for SDI but no funding for ADI, but DOD plans to transfer sufficient funds from other DOD programs to fund ADI for the amounts indicated in the new program plan; and (9) both systems will be necessary if Congress decides that comprehensive protection is needed, and closer coordination and planning will be required to ensure the most cost-effective approach to acquiring SDI and ADI systems.

Open Recommendations to Congress

Recommendation: To ensure that a cost-effective combination of SDI and ADI systems is developed, Congress may wish to consider requiring DOD to provide the strategy before full-scale development funds are obligated for any system for the SDIO GPALS concept, other than the missile upgrade for the operational Patriot.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: Considering the recent refocus on protection against accidental or unauthorized attack by ballistic missiles, cruise missiles, and bombers, DOD should provide Congress with its recommendation for a strategy for providing protection against ballistic missiles, cruise missiles, and long-range bombers. At a minimum, this strategy should: (1) explain the objectives of the

ADI and SDI programs; (2) identify the combined ADI and SDI systems needed to meet the objectives; (3) provide information on the total cost and schedule for acquiring this protection; and (4) explain how DOD would manage the programs to ensure a coordinated and balanced approach between the two programs.

Status: Action not yet initiated.

Army

Issue Area Summary: Army

Impact of GAO's Work

The Department of Defense (DOD), the Department of the Army, and the Congress face many critical issues as the nation moves toward building, funding, and supporting an effective fighting force that can respond to national security needs in a timely manner. Our reports and testimonies have been used extensively by the Congress in its oversight of Army programs and operations involving major system acquisitions, inventory management, maintenance, training, force structure, and chemical demilitarization.

The Congress reduced the Army's fiscal year 1991 budget request for ammunition and missiles on the basis of the results of our work. The Congress also reduced funding for the Army's Air Defense Antitank System on the basis of our concerns about the system's performance during testing. Similarly, the Army is considering our recommendation to postpone further procurement of the interim improved Hellfire missile because of our concerns about performance shortfalls.

Our work contributed to significant changes in inventory management. Our recommendations resulted in reduced inventory investment, improved supply responsiveness, and further streamlining of the Army's logistics system.

Our work also aided the Congress's oversight of the Army's effort to prepare for the conflict in the Persian Gulf. For example, we testified on the Army's logistical support plans for the Apache helicopter upon returning from the Saudi Arabia before the war began and recommended ways the Army could improve its support of the helicopter. We also testified on the preparedness of Army soldiers to conduct operations in a chemical warfare environment.

In 1991, we issued reports on Army force structure and training issues. To assist in decisions regarding the size and the shape of the future Army, we identified lessons learned from past restructuring efforts that the Army should consider in planning for force reductions, suggested approaches that other countries use in training and organizing their reserve forces that could improve efficiency and effectiveness in the reserves, and offered our perspectives on the Army's plans for withdrawing troops and equipment from Europe. We also reported on improvements needed in management of the Army's general support maintenance units in the reserve components.

Our report on the Army's stated requirement for training land pointed out that various factors, including the need for increasing the emphasis on individual and small unit training, created uncertainty about the need for more land. In response to our recommendation, the Secretary of the Army is developing a comprehensive, integrated strategy that addresses the key factors affecting training and land use.

In response to congressional concerns, we issued several reports evaluating aspects of the Defense Department's management of its chemical and biological warfare programs. We made several recommendations aimed at improving DOD's physical security over the U.S. chemical stockpile. Likewise, we recommended improvements in DOD's management of its biological research program that should prevent unneeded expenditures. We also reported on DOD's successful efforts to remove U.S. chemicals from Europe in 1991.

Key Open Recommendations

Several recommendations to the Congress and the Secretary of Defense concerning delays needed in funding full-scale development and production of major weapons systems were still pending at the end of fiscal year 1991. Two examples follow.

In May 1991, we raised several concerns about the reliability of the Army's Air Defense Antitank System and pointed out that the program remained one of high risk. We made several recommendations to the Secretary of Defense to address our concerns and suggested that the Congress not provide additional funding for the program until the system met specific reliability criteria. (GAO/NSIAD-91-222, see p. 46.)

In July 1991, we reported that the Armored System Modernization program's justification, affordability, and priorities were questionable in light of the significant threat changes, the projected Army-wide funding shortfalls, and the greater need for certain armored vehicles other than tanks. We recommended that before seeking additional funds for the program, the Secretary of Defense reassess it. We also recommended that the Congress not provide additional funding for the program without a DOD reassessment of the justification and the affordability of the program and of the priority of vehicles within the program. The House and Senate Committees on Armed Services have taken similar positions. (GAO/NSIAD-91-254, see p. 50.)

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Army Maintenance: General Support Maintenance Units Not Prepared to Perform Wartime Missions

NSIAD-89-183, 07/17/89 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO evaluated the Army's general support maintenance activities to determine how well the Army was preparing general support units for their wartime missions.

the Army did not have adequate systems to assess individual or unit proficiency in general support maintenance.

incorporate these tasks in its Self Development Test for its soldiers.

Findings

GAO found that: (1) most Army general support maintenance units did not know what combat units they would be supporting or what equipment they would be expected to repair in wartime; (2) the Army had maintenance units working on older or outmoded equipment that it expected to replace with modern equipment; (3) some general support maintenance units were spending more than half their time on lower-level maintenance tasks, in violation of Army regulations; and (4)

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should develop methods for evaluating general support maintenance proficiency, including the: (1) testing of individual soldiers performing actual general-support-level repairs; and (2) addition of general-support-level maintenance tasks to soldier job books and soldier manuals.

Status: Action in process. Estimated completion date: 05/93. The Army is in the process of differentiating between direct support and general support maintenance tasks to be included in the soldiers' manual. The Army plans to

Recommendation: The Secretary of the Army should ensure that commanders, when developing unit status report ratings, consider the: (1) results of individual soldiers' proficiency testing; and (2) compatibility of equipment that units work on in peacetime with equipment they will be expected to work on in wartime.

Status: Action taken not fully responsive. AR-220-1, Unit Status Report, was revised to instruct commanders to degrade ratings if their units were repairing equipment other than that required of wartime missions. Until it implements a proficiency measurement system for general support maintenance work, the Army will be unable to fully implement this recommendation.

Military Logistics: Buying Army Spares Too Soon Creates Excess Stocks and Increases Costs

NSIAD-89-196, 08/28/89 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO reviewed the Department of the Army's internal inventory control practices, focusing on: (1) whether they allowed premature spare parts purchases; (2) the extent to which they contributed to excessive stock levels, premature deliveries, and increased holding costs; and (3) whether they

supported item management decisions and precluded unnecessary purchases.

Findings

GAO found that: (1) one Army command prematurely invested more than \$87 million in spare and repair parts between 1987 and 1988, but did not need

about \$30 million because the projected requirements did not materialize; (2) another command initiated procurement of three items about 12 months in advance of reorder points, purchased quantities exceeding authorized requirements, which resulted in more than \$4.6 million being spent prematurely, and did not need about

\$448,000 because its projected requirements did not materialize; (3) the Army could have deferred some purchases by as much as 1 year if the commands had followed Army policy and ordered items needed to meet requirements; (4) the two commands stated that they followed 1987 guidance to obligate funds early in the year, even though the 1988 guidance changed that advice; (5) one command would spend an estimated additional \$6 million to hold its extra items in its inventories until needed; (6) the commands did not follow Army policy for cancelling or reducing excess orders, producing required documentation to support item management decisions, documenting

item procurements, or conducting supervisory reviews; and (7) neither command identified material weaknesses in internal controls for purchasing spares and repair parts in their 1986, 1987, and 1988 financial assessments.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct the Commander, Army Material Command (AMC), to perform routine, periodic management reviews of buying commands to confirm that: (1) established procedures for cancelling or reducing unnecessary on-order item quantities are being followed;

(2) guidance for documenting repair, procurement, and cutback transactions has been consolidated and the importance of understanding this guidance has been adequately emphasized to the involved staff as they carry out their daily duties; and (3) all transactions are reviewed and approved at the levels established by AMC.

Status: Action not yet initiated. Although AMC planned to expand compliance visits in fiscal year (FY) 1991, it curtailed these visits due to Operations Desert Storm and Desert Shield. AMC plans for FY 1992 are unknown at this time.

Army Logistics: Use of Long Supply Assets in Depot-Level Repair Programs Could Reduce Costs

NSIAD-90-27, 11/16/89 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO examined the Department of the Army's inventory operations, focusing on: (1) whether the Army had a program to use long-supply spares and repair parts in depot-level repair programs and, if so, whether the program worked effectively; and (2) the economic advantages of using those assets in repair programs.

Findings

GAO found that: (1) although the Army developed an automated program in 1981, it did not match long-supply assets with the large number of ongoing or scheduled programs; (2) one inventory control point developed an automated program that the Army could use at the other five inventory control points to

provide Army-wide capability; (3) although some inventory managers had manually matched long-supply assets to applicable repair programs, the depots did not requisition the assets from inventory control points because of the Depot Systems Command's (DSC) reluctance to pay full price for stock-funded assets; (4) DSC believed that inventory managers should issue stock-funded, long-supply assets to depots at less-than-full unit price, since regulations allowed depots to adjust the next year's prices to recover any losses; (5) none of the six inventory control points routinely screened their inventories to determine the potential for using long-supply assets in their repair programs; (6) the Army could have used its \$59.6 million in long-supply assets to replace assets scheduled for repair and saved about \$14.9 million;

(7) the Army reported problems that hindered the maximum use of long-supply assets but did not correct them because its internal control program did not ensure prompt resolution of audit findings; and (8) the Army Materiel Command (AMC) did not identify material weaknesses in the use of long-supply inventories in its annual assessments for fiscal years 1987 and 1988.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct the Commander, AMC, to determine whether the automated means developed by the Army Missile Command to match long-supply assets to applicable repair programs will produce the desired

results. If not, the Secretary should develop an effective automated procedure that will provide Army-wide capability.

Status: Action in process. Estimated completion date: 09/92. AMC had put an evaluation of the Missile Command test on hold due to Operation Desert Shield. It is in the process of resuming its

evaluation, which should be done by the end of fiscal year 1992. GAO will determine at that time the evaluation results and the extent of further followup.

Individual Ready Reserve: Army Needs to Make More Effective Use of Limited Training Funds

NSIAD-90-55, 02/07/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO examined the Army's Individual Ready Reserve (IRR) training program, intended to train soldiers with previous Army service for swift mobilization and deployment in combat situations, to determine whether the Army focused training funds on skills that required refresher training and were most needed in the early days of conflict.

Findings

GAO found that the Army: (1) generally did not provide IRR members with refresher training consistent with their intended wartime roles, with the majority of the soldiers not receiving any mobilization training during fiscal year (FY) 1987 and FY 1988; (2) did not determine which skills of IRR members required refresher training; (3) assigned the lowest funding priority to IRR training within its reserve personnel account; (4) reprogrammed 25 percent of the \$72-million FY 1988 mobilization training budget to other areas; (5) prioritized professional development education, which was required for promotion, over mobilization readiness

training; (6) provided more training to IRR officers and members who would not be required during early combat than to IRR members in the lowest skill areas; (7) spent more than 26 percent of IRR mobilization training funds on non-training activities; (8) assigned multiple training tours to a small number of officers and IRR members, while most IRR soldiers received no training at all; (9) did not follow the Department of Defense's (DOD) directive that it determine IRR skill decay, identify the most appropriate timing for refresher training, and begin refresher training no later than FY 1988; and (10) lacked guidance to enable it to apply a model for prioritizing IRR member training decisions.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should make more effective use of mobilization training funds by establishing overall guidance and controls directed toward ensuring that available training funds are focused on mobilization requirements with special

emphasis on IRR members needed in the first 30 days of mobilization.

Status: Action in process. DOD and the Army will work to develop better methods of focusing the available training funds on refresher training for IRR members needed in the first 30 days of mobilization. The DOD Joint Task Group on Army Manpower Mobilization and Training is developing this guidance. DOD is planning to publish guidance on IRR training by the end of calendar year 1991.

Recommendation: The Secretary of the Army should make more effective use of mobilization training funds by determining the content and frequency of required refresher training.

Status: Action in process. Estimated completion date: 10/92. DOD and the Army are working to make more effective use of mobilization training funds by developing a policy statement on the training of IRR, to be followed by publication of a DOD directive. DOD is planning to publish guidance on IRR training in the third quarter of calendar year 1991. The Army will also refine its IRR training model by the fourth quarter of FY 1992.

Army Reserve Components: Opportunities to Improve Management of the Full-Time Support Program

NSIAD-90-43, 02/08/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Army's management and oversight of its full-time support (FTS) program, which provides personnel to Army National Guard and reserve components to assist with the administration, recruiting, maintenance, and training tasks essential to achieving unit readiness.

Findings

GAO found that the Army: (1) split program management and oversight responsibilities among 10 organizations, with no single organization overseeing or managing full-time support as a totally integrated program; (2) did not establish adequate internal controls for monitoring full-time support, did not regularly conduct program effectiveness evaluations, failed to consistently act upon results of limited validation team reviews which identified misuse of personnel, and failed to report problems as material weaknesses in its annual

assurance statements; (3) lacked sound justification for its requirement for 120,000 personnel; (4) used a staffing guide, without any work-load or similar analyses, to establish its requirements for individual units; (5) primarily used active guard and reserve (AGR) personnel to expand the full-time support force, but did not develop guidance to differentiate between the roles of AGR personnel and military technicians or to ensure that it cost-effectively filled full-time support positions; and (6) was constrained in its ability to employ military technicians by limited available funding, and experienced civilian manpower reductions.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should develop clear guidance that specifically differentiates among the roles for AGR, military technician, active component, and civilian employees, and stipulates when those

full-time support personnel should be used.

Status: Action in process. Estimated completion date: 12/92. The initial guidance is being prepared by the Department of Defense. Once guidance is published, the Army will be required to publish implementing instructions. DOD guidance and Army implementing instructions are expected to be completed by the end of 1992.

Recommendation: The Secretary of the Army should develop procedures, as required by Department of Defense Directive 1205.18, that will help the Army National Guard and the Army Reserve establish the most cost-effective mix of full-time support personnel.

Status: Action in process. Estimated completion date: 12/92. Army regulations will be revised to put procedures in place that will ensure that cost becomes a consideration in establishing the full-time support mix. Army regulations are expected by the end of 1992.

Army's Apache Helicopter Has Proven Difficult to Support

T-NSIAD-90-33, 04/19/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO discussed the performance of the Army's AH-64 Apache helicopter, focusing on the helicopter's availability, Army procurement practices, and

helicopter maintenance and upgrade plans. GAO noted that: (1) the Army planned to procure 271 Apaches in addition to its initial planned procurement of 536 helicopters, at a total cost of nearly \$12 billion; (2) the

Army developed its Longbow Program to equip 227 Apaches with a targeting radar to work with the Hellfire missile, at a cost of \$3.4 billion; (3) the Apache's fully mission-capable rate averaged 49 percent for 1989; (4) fully mission-

capable rates decreased as units aged and accumulated flight hours; (5) frequent failures of key components and high demands for maintenance and parts were major contributors to the low availability rates; (6) there were not enough replacement parts, maintenance personnel, or maintenance equipment to keep up with the maintenance burden, and the Army heavily relied on contractors to alleviate the burden; (7) Apache logistics support problems were attributable to such problems as failure to address numerous required design changes before production, focus on high production rates, omission of a low-rate production phase and follow-on operational testing, staffing constraints, and unrealistic estimates of reliability and maintainability requirements; (8) logistics support problems were likely to increase under more demanding

sustained combat conditions; and (9) the Army formed an Apache Action Team to coordinate several Army components' and contractors' corrective action efforts.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Army to operationally test the Apache in battalion-sized units or greater with a focus on illuminating the: (1) as yet unknown demands of supporting the Apache in sustained combat operations; and (2) changes in logistics support resources and structure needed to meet the demands. Repeating such a test in the future could measure progress in preparing for the support of combat operations.

Status: Action taken not fully responsive. The Department of Defense (DOD) stated that operational data could be better obtained via monitoring planned exercises. Operation Desert Storm did not qualify as a sustained combat experience because the ground war only lasted 4 days.

Recommendation: The Secretary of Defense should direct the Army to apply the lessons learned by the other services in logistically supporting their complex aircraft, particularly in defining their personnel and organizational requirements, collecting key support information, and using contractor support.

Status: Action taken not fully responsive. DOD responded that mechanisms already exist to apply such lessons learned.

Information Resources: Army Corporate Data Base Disregards Congressional and DOD Direction

IMTEC-90-64, 07/19/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the Department of the Army's effort to develop a corporate data base.

Findings

GAO found that: (1) eight Army information system development initiatives are pursuing the objectives of the cancelled Corporate Data Base Project; (2) the initiatives at the major command and installation levels primarily involve the development of standard data bases; (3) the Army's

management of the initiatives lacks a coordinated implementation plan and guidance; (4) the Army is not sure that the initiatives will work and will not duplicate others; (5) the Army is not sure that the initiatives will be able to exchange data useful to Army decisionmakers, because it has not fully implemented its data standardization program; (6) organizations controlling seven of the eight initiatives did not comply with economic analysis and determination requirements prior to system development; (7) the Army does not know whether the most economical approach has been selected for the seven

initiatives or the cost for initiative development; and (8) the Army did not know how much had been spent on the initiatives because the organizations controlling them did not fully track costs.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of the Army to suspend development activity on the eight initiatives GAO identified, and not to resume any of them unless all required federal and

defense acquisition requirements are met. This would include preparing mission needs statements and requirements and economic analyses.

Status: Action in process. The Department of Defense (DOD) has tasked the Army to review the eight initiatives

and issue a report on their compliance with DOD policies by late 1991.

Army Battlefield Automation: Oversight Needed to Assure Integrated System

IMTEC-90-78, 07/24/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the status of the technical and integration challenges that the Army will confront when it integrates five battlefield command and control systems and three communications systems into the Army Tactical Command and Control System (ATCCS).

Findings

GAO found that: (1) the Army took steps to manage ATCCS as a system of systems in various phases of development and deployment; (2) the Army needed to resolve over 40 technical problems that were important in developing and integrating the component systems into ATCCS; (3) the Army did not fully define how the component systems would integrate into the overall ATCCS configuration; (4) the Army did not analyze the

communications work load to determine whether the communications systems for ATCCS would be adequately sized; (5) the Army was developing an automated communications planning and management system to obtain the substantial operational benefits that could be derived by managing the separate communications systems as one composite system; and (6) independent oversight will help ensure that the Army views ATCCS as a system of systems.

Open Recommendations to Agencies

Recommendation: To reduce the risks associated with the complex, technically challenging, and expensive task of integrating the five command and control systems and the three communications systems, the Secretary of Defense should require the Defense Acquisition Board (DAB) to oversee the overall ATCCS program.

Status: Action in process. The DAB Command, Control, Communications, and Intelligence System Committee will be given an annual briefing. The initial briefing is planned for late 1991.

Recommendation: The Secretary of Defense should require that DAB, as part of its oversight of ATCCS, assess the impact of the ATCCS specifications on the design of the component systems and the estimated communications work load on the existing communications systems, and submit the results to the Secretary to use in determining the funding requests for the component and communications systems.

Status: Action in process. During its 1991 review, the Command, Control, Communications and Intelligence System Committee of DAB will assess the impact of the specification and the communications work-load issues and use the results in determining the funding requests for fiscal year 1993.

Army Maintenance: Clearer Guidance Needed to Ensure Programs Reflect Current Requirements

NSIAD-90-229, 08/13/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Army's process for determining depot maintenance requirements, specifically at the U.S. Army Tank-Automotive Command (TACOM) and the U.S. Army Aviation Systems Command (AVSCOM).

Findings

GAO found that: (1) TACOM and AVSCOM lacked effective controls to ensure that repair programs established at Army depots were based on current

requirements data; (2) TACOM and AVSCOM established some depot repair programs using outdated data; (3) in some cases, TACOM and AVSCOM repaired more items than were needed to satisfy current requirements; and (4) the Army Audit Agency reported that some maintenance programs had been established unnecessarily and that assets that exceeded requirements had been generated.

Open Recommendations to Agencies

Recommendation: The Commanding General, U.S. Army Material Command (AMC), should clarify existing guidance to specifically require the major subordinate commands to base requirements for depot maintenance programs on the latest information available at the time memorandums of agreement are prepared.

Status: Action in process. A new regulation, "Depot Maintenance Memorandum of Agreement," is being written. It should be issued in late 1991.

Corps of Engineers: Weak Contracting Practices

NSIAD-90-268, 09/07/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Army Corps of Engineers' contract for upgrading electrical systems at Clear Air Force Station, Alaska, to determine whether the Corps correctly restricted the purchase of certain brand-name electrical equipment.

Findings

GAO found that the Corps' Alaska District improperly restricted the purchase of electrical equipment, since: (1) it did not perform market research and analysis to evaluate other manufacturers' products; (2) it could

have saved over \$600,000 had it allowed for competition among manufacturers; (3) it did not ensure that officials followed federal acquisition regulation (FAR) requirements during the presolicitation phase; (4) the North Pacific Division did not determine whether the Alaska District's request to restrict specifications met relevant FAR requirements; and (5) its competition advocate did not challenge decisions to restrict specifications to brand-name equipment on competitive construction contracts. GAO also found that the identified management control weaknesses reflected common practices on other contracts the Alaska District and the North Pacific Division managed.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct the Chief, Corps of Engineers, to ensure that Engineering Regulation (ER) 1110-345-100 is revised to clarify the specific conditions that, as required by FAR 10.004 and 11.004, must exist to justify restricting specifications to a single manufacturer.

Status: Action in process. ER 1110-345-100 is being revised as recommended and is expected to be published in late 1991.

Recommendation: The Secretary of the Army should direct the Chief, Corps of Engineers, to ensure that the North

Pacific Division's waiver review procedure for restrictive specifications is based on a revised engineering

regulation that reflects pertinent FAR requirements.

Status: Action in process. Revision of ER 1110-345-100 is in process and is expected to be published in late 1991.

Apache Helicopter: Serious Logistical Support Problems Must Be Solved to Realize Combat Potential

NSIAD-90-294, 09/28/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Army's inability to maintain its intended 70-percent availability rate for the Apache helicopter, focusing on the: (1) causes of the low availability rates; (2) implications of low availability for combat operations; and (3) Army's corrective actions.

Findings

GAO found that: (1) 11 combat battalions fell short of meeting the Army's fully-mission-capable goal by only achieving a 50-percent rate from January 1989 through April 1990; (2) maintenance units could not keep up with the Apache's high logistic support demands, since they were too small and were hampered by Army management practices and since test equipment did not perform as needed; (3) combat operations would place greater demands on Apache availability and support due to high flying hours, frequent weapons firing, and battle damage; (4) testing did not fully disclose the Apache's serious logistical support problems because of narrowly defined performance measurements and the limited realism of test conditions; (5) logistical support problems identified before production were not resolved; and (6) the Army's planned corrective actions were likely to increase Apache availability during

peacetime, but it will take several years before the reliability and test equipment improvements are demonstrated and completely corrected.

Open Recommendations to Congress

Recommendation: Congress should direct the Secretary of Defense to operationally test the Apache in battalion size or greater to illuminate the currently unknown demands that sustained combat will place on the Apache. Such a test should approach combat flying-hour rates, employ planned fighting doctrine, include extensive weapons firing, employ the maintenance concept that is intended for combat, and last long enough to at least exercise the full capabilities of intermediate-level maintenance. Rather than being success-oriented, it should be a no-fault test with extensive involvement by the logistics community and oriented towards discovering information. This additional testing should be conducted periodically to evaluate new approaches and to reinforce lessons learned, such as those that are likely to result from the Apache's operations in Saudi Arabia. Status: Action not yet initiated.

Recommendation: Congress should direct the Secretary of Defense to form an interservice team to apply the

experience of the other services in improving the Apache's logistical support, particularly in defining their personnel and organizational requirements, managing resources, collecting key support information, and relying on contractor support. Status: Action not yet initiated.

Recommendation: Congress should direct the Secretary of Defense to implement the changes, emanating from the recommended efforts, necessary to sustain desired peacetime and wartime operations for the Apache. Such changes should not be limited to incremental improvements over current organizations and support equipment, but should include more radical solutions if they can more fully realize the Apache's combat potential. Status: Action in process.

Recommendation: Congress should direct the Secretary of Defense to defer production of the Longbow modification until the Army clearly demonstrates that: (1) it has overcome the logistical support problems with the current Apache; and (2) the Longbow will not exacerbate the Apache's logistical support problems. Status: Action in process.

Recommendation: Congress should direct the Secretary of Defense to develop operational standards for

Apache reliability, maintainability, and availability that can be used to realistically gauge the Apache's performance in the field and in testing.
Status: Action not yet initiated.

Congressional Action: The House and Senate Armed Services Committees have restricted fiscal year 1991 Apache research and development funds until reliability is improved and less reliance is placed on contractor support. Congress has not directed the Secretary of

Defense to order the Army to conduct an operational test of the Apache in battalion size or greater. GAO believes that Operation Desert Storm experiences are important but do not qualify as sustained combat because the ground campaign lasted only 4 days.

Army Housing: Overcharges and Inefficient Use of On-Base Lodging Divert Training Funds

NSIAD-90-241, 09/28/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO evaluated the diversion of Army training funds due to overcharges and inefficient use of on-base lodging.

Findings

GAO found that: (1) some Army installations overcharged official travellers and their home commands millions of dollars for transient lodging and used the excess charges to subsidize other Morale, Welfare, and Recreation (MWR) Fund programs and to provide questionable amenities to distinguished visitors' quarters (DVQ); (2) contrary to congressional committee guidance, the Army combined transient lodging funds with nonappropriated funds from other MWR activities in a single fund; (3) the Army and the Department of Defense (DOD) failed to effectively evaluate or monitor lodging operations to ensure that lodging costs were kept to the minimum needed for authorized operation and minor improvements; (4) since 1985, the Army Forces Command and the Army Training and Doctrine Command have realized an estimated \$70 million from inflated transient lodging charges; (5) the Army granted transient personnel more costly off-base

per diem when on-base lodging was available; (6) the Army reservation system fostered inefficient use of transient quarters; (7) inefficient use of DVQ increased per diem costs; (8) use of transient quarters by transferred Army personnel resulted in temporary duty travellers being denied rooms, at a cost of \$30,600; (9) inefficient management of Army barracks led to unnecessary off-base per diem; and (10) the Army Audit Agency identified overcharges for transient lodging and payments for off-base lodging when transient quarters were available as widespread problems.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct the major commands and the Army Community and Family Support Center to stop diverting transient lodging funds to MWR activities.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should review the MWR accounts of the major Army commands to: (1) identify accumulated overpayments for transient lodging; (2) recognize each overpayment as a liability to the

appropriation account initially charged or its successor; (3) charge the overpayment to the general fund of the U.S. Treasury as a miscellaneous receipt if the appropriation account cannot be identified; and (4) develop and implement a repayment plan.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should revise Army Regulations 210-11, 215-1, and 215-5 to stipulate that transient lodging funds must be applied only to transient facilities, as required by DOD directives.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should exclude transient lodging funds from the Army's single fund.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should establish controls to monitor Army installations' compliance with DOD and Army regulations that stipulate that lodging charges should not exceed the minimum amount needed to meet authorized costs and planned improvements.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should provide more specific guidance to commanders on the types and quality of furnishings appropriate for transient quarters.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should establish controls to monitor the Army's compliance with DOD transient lodging directives.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should establish controls to ensure that installations fully use on-base facilities before authorizing off-base per diem. At a minimum, those controls should include making authorization of off-base per diem contingent upon a vacancy recheck at some specified time before arrival.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should establish controls to ensure that installations fully use on-base facilities before authorizing off-base per diem. At a minimum, those controls should include revising room assignment procedures to use DVQ.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should establish controls to ensure that installations fully use on-base facilities before authorizing off-base per diem. At a minimum, those controls should include ensuring that personnel moving to new stations do not displace transient personnel in transient lodging.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should establish controls to ensure that installations fully use on-base facilities before authorizing off-base per diem. At a minimum, those controls should include instituting regular reviews at all installations of the accuracy of barracks occupancy rates to ensure the identification of vacancies for transient personnel.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should establish controls to ensure that installations fully use on-base facilities before authorizing off-base per diem. At a minimum, those controls should include identifying transient lodging operations as a material weakness in the Secretary of the Army's next annual assurance statement.

Status: Action not yet initiated.

Special Operations Command: Progress in Implementing Legislative Mandates

NSIAD-90-166, 09/28/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO provided information on the Department of Defense's (DOD) reforms involving the U.S. Special Operations Command, focusing on: (1) DOD implementation of legislative provisions affecting the revitalization and integration of U.S. special operations forces; and (2) the adequacy and appropriateness of the DOD budget in meeting the Command's requirements.

Findings

GAO found that: (1) the Command made progress in integrating special operations forces and assigned most of

the legislatively identified special operations forces by March 1988; (2) the Command is reaching agreements with the military services and other DOD organizations to delineate responsibilities and relationships; (3) as of March 1990, the Command had completed about 65 percent of the 29 agreements it considered essential to fully implement the legislative mandates; (4) 10 of the 29 agreements that the Command considered essential for implementing the legislation were unsigned, and the Command did not set milestone dates for completing them; (5) the Command implemented a plan for integrating special operations forces, but many of the milestone dates were not

scheduled to be reached for several years due to the complexity of some new interorganization roles and responsibilities; (6) the completion of some Command tasks, such as threat assessments for certain geographical areas, will continue to be modified due to constantly changing circumstances; (7) special operations funding for fiscal years 1990 and 1991 represented aggregations of each service's specific requirements rather than the Command's joint requirements; (8) the Command expected to complete its analysis of special operations missions, validate its worldwide requirements, and obtain concurrence from all of the affected commands in June 1991; and (9)

the Command was taking steps to assume its mandated programming and budgeting responsibilities beginning with the fiscal year 1992 budget.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should: (1) set specific milestone dates for completing and executing all of the essential agreements between the U.S. Special Operations Command and the services and other DOD

organizations; and (2) take appropriate steps to help ensure that such dates are met.

Status: Action in process. The Command was unable to complete the three theater analyses because it focused its resources on completing the Global Analysis. No milestone dates have been set for completion of the theater analyses.

Army Force Structure: Lessons to Apply in Structuring Tomorrow's Army

NSIAD-91-3, 11/29/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO provided information on the status of the Army's conversion to its Army of Excellence (AOE) force structure developed in 1983, focusing on the: (1) progress made in correcting force structure weaknesses; (2) remaining problems; and (3) lessons the Army should apply in developing its future force structure.

Findings

GAO found that the: (1) task force that conducted the study employed various mechanisms to economize on force structure and pare down 1.17 million personnel spaces to 998,700; (2) Army Training and Doctrine Command schools and centers developed specific AOE designs within task force allocations; (3) lack of documentation regarding the AOE methodology contributed to continuing questions about AOE designs; (4) Army had converted about half of its

force structure to the AOE designs as of 1989 and projected complete conversion by 1996; (5) Army did not increase its combat-to-support ratio and failed to achieve a consensus on the adequacy of its support forces; (6) Army did not standardize light forces due to its inability to convert the National Guard infantry divisions; (7) Army increased its leader-to-led ratio by creating more and smaller units focusing on single weapons systems; (8) Army did not effectively manage the Logistics Unit Productivity Systems (LUPS) program and many LUPS units were experiencing equipment and personnel shortages that could delay conversions; (9) Army planned to reexamine its increased use of host nation support in light of recent events in Europe; (10) AOE restructuring effort raised some major concerns about the future size of the Army, extent of Army resources during peacetime, and future role of the reserves; (11) Army needed to explore all options for economizing on force structure and

filling its personnel requirements due to increasing budgetary pressures; and (12) Army needed to effectively manage its force structure initiatives to avoid wasted efforts and resources.

Open Recommendations to Agencies

Recommendation: As the Army proceeds with its plans for force restructuring, the Secretary of the Army should assess the implications of retaining National Guard infantry divisions (non-mechanized) in nonstandard designs and if warranted, develop a plan for standardizing those forces.

Status: Action in process. The Army is in the process of restructuring these forces, resulting in some consolidations and inactivations. GAO will continue to monitor Army restructuring actions until they are complete and that adequate changes have been made to these divisions.

Army Logistics: Better Management of the Army's Unserviceable Inventories Could Save Millions

NSIAD-91-23, 11/30/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO examined the Army's plans for using its unserviceable asset inventories.

Findings

GAO found that: (1) at three Army inventory control points, item managers initiated purchases for new assets without considering the potential for repairing unserviceable items in storage; (2) the Army could have repaired between 167 and 285 of the 815 items the inventory control points procured for less than the cost of purchasing new assets; (3) those item repairs could have saved \$21.1 million to \$35.9 million and enhanced readiness by making the assets available sooner; (4) the Army's emphasis on high stock availability and funding plans contributed to buying instead of repairing items; (5) the Army continued to store 27 percent of irreparable and consumable assets that it could dispose of; (6) of 140 sampled stored items, unserviceable assets valued

at \$485,391 were beyond economic repair; (7) the inventory control points retained unneeded materiel, since current retention policies allowed item managers to keep any item and disposal actions were low priority; and (8) although issues involving unserviceable assets were reported before, the Army's internal controls were not effective in ensuring the implementation of corrective actions.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct the Commander, Army Materiel Command (AMC), to establish a means to monitor the inventory control points' compliance with Army policy and regulations that require unserviceable assets to be repaired when it is more economical than purchasing new ones.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should direct the Commander,

AMC, to evaluate the program developed by the Army's Missile Command to match assets due in from procurement with on-hand unserviceable assets and determine whether the other inventory control points should be using it.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should direct the Commander, AMC, to clarify to item managers that existing regulations allow them to dispose of items the Army: (1) has determined to be uneconomical to repair; or (2) does not plan to include in a repair program.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should direct the Commander, AMC, to regularly follow up on planned corrective actions that have responded to audit findings and recommendations to ensure that the actions have been successfully implemented.
Status: Action not yet initiated.

Biological Warfare: Better Controls in DOD's Research Could Prevent Unneeded Expenditures

NSIAD-91-68, 12/27/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO assessed the medical component of the Department of Defense's (DOD)

Biological Defense Research Program, operated by the Army's Medical Research and Development Command.

Findings

GAO found that: (1) the Army's lack of adequate internal controls resulted in its

allocation of at least \$47 million for 49 research projects that did not address validated biological warfare threat agents; (2) there was no requirement for the Army to search other federal research data bases to prevent duplication of research efforts; (3) nearly one-third of the medical products that the Army developed for U.S. military forces did not address validated biological warfare threat agents; (4) between 1965 and 1990, the Army invested about \$45 million in developing and producing 16 medical products, and spent over \$19 million on 5 medical products that did not address validated threats; and (5) the Army continues to develop medical products that do not address validated threats.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct the Medical Research and Development Command to review all ongoing medical research projects to determine whether they address validated warfare threat agents and discontinue all projects that do not.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should direct the Medical Research and Development Command to arrange for independent reviews of all proposed research projects by officials from the Armed Forces Medical Intelligence Center and the Academy of

Health Sciences to ensure that all future projects address validated warfare agents, and report the results of each review to the Army Surgeon General.
Status: Action not yet initiated.

Recommendation: The Army should amend its regulations to require the systematic coordination of its medical biological research projects with those of other federal research data bases.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should direct the Medical Research and Development Command to discontinue development of all products that do not address validated threats.
Status: Action not yet initiated.

OMB Circular A-76: Expected Savings Are Not Being Realized in Ft. Sill's Logistics Contract

GGD-91-33, 02/11/91 GAO Contact: L. Nye Stevens, (202)275-8676

Background

Pursuant to a congressional request, GAO reviewed an Army contract for Directorate of Logistics support services at Fort Sill, Oklahoma, focusing on: (1) whether the Army realized the estimated savings from contracting its requirements; and (2) contractor performance.

Findings

GAO found that: (1) the Army initially estimated a \$2.7-million savings over 5 years based on estimated contract costs of \$53.2 million; (2) a more recent estimate of at least \$68 million indicated that contract costs would be higher than estimated in-house costs; (3) although in-house costs would also have risen, they would have remained significantly lower

than the adjusted contract costs; (4) it would be difficult to offset the cost increases, since little time remained in the contract and the major cost component, labor, was not easily adjustable; (5) the decline in productivity from in-house levels resulted in approximately \$1.8 million in excess direct labor costs and affected equipment readiness; (6) the estimated \$14.8 million in increased contract costs could increase if productivity failed to improve; (7) contrary to Army instructions, Fort Sill paid the contractor the entire available award fee for meeting minimum performance standards; (8) in two of the three logistics contract components, the level of contractor performance fell below the standard set by the in-house staff; (9) the contractor's internal controls over

supply inventory recordkeeping and inventory management were inadequate; and (10) the Army failed to provide adequate oversight of the contract.

Open Recommendations to Agencies

Recommendation: In order that the Army gets the service it contracted for and at an advantageous cost, the Secretary of the Army should direct the Commander, U.S. Army Training and Doctrine Command (TRADOC), to ensure that Fort Sill's contracting officer stops using the current contract administration approach of paying award fees for minimum and below minimum performance.
Status: Action not yet initiated.

Recommendation: In order that the Army gets the service it contracted for and at an advantageous cost, the Secretary of the Army should direct the

Commander, TRADOC, to establish oversight of Fort Sill's logistics contract and ensure that the award fee provisions of other TRADOC cost-plus-award-fee

contracts are being properly administered.
Status: Action not yet initiated.

Army Training: Evaluations of Units' Proficiency Are Not Always Reliable

NSIAD-91-72, 02/15/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed Army systems for evaluating collective training and the use of evaluation results to report units' combat readiness, focusing on the: (1) reliability and usefulness of collective training evaluations to assess active Army and National Guard units' proficiency in performing their wartime mission tasks; and (2) validity of training readiness reports for active Army units.

Findings

GAO found that: (1) unrealistic conditions of home-station training limited the usefulness of evaluations; (2) home-station training evaluations failed to include some mission-essential tasks; (3) emphasis on evaluating unit proficiency varied among different training exercises and divisions; (4) combat training centers (CTC) provided the most realistic evaluation of unit proficiency; (5) CTC evaluations indicated that units were less ready than reported by home-station and readiness reports; (6) readiness reports might not adequately consider reduced training opportunities and changes in unit leadership; and (7) Army assessment criteria were too ambiguous to ensure consistent assessments among units. GAO also found that evaluations of Army National Guard units' proficiency

were based on: (1) training that did not adequately simulate combat situations; and (2) limited observations that resulted in general and conflicting information.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should change the training readiness reporting system for active Army units from one that is based largely on the commander's assessment of training conducted at home stations to one that uses the independent assessment of proficiency that is demonstrated at CTC as a baseline. The system should have take-home evaluation packages offered by CTC that summarize unit strengths and weaknesses by mission-essential tasks and battlefield operating systems.

Status: Action in process. The Department of Defense (DOD) misinterpreted the recommendation to mean that the commander's readiness assessment should be limited to CTC results. GAO clarified the recommendation to propose that CTC results should become the baseline assessment, with subsequent assessments factoring in other information, such as home station training. Alternatively, DOD is sponsoring research on better linking training and readiness.

Recommendation: The Secretary of the Army should change the training readiness reporting system for active Army units from one that is based largely on the commander's assessment of training conducted at home stations to one that uses the independent assessment of proficiency that is demonstrated at CTC as a baseline. Between CTC rotations, unit commanders should use the strength and weakness information from the take-home packages as a primary source of information used to determine unit training readiness, with each monthly update reflecting: (1) training results at home stations that have sustained demonstrated strengths and have eliminated weaknesses; and (2) the effect on unit proficiency of the loss of key personnel.

Status: Action in process. Estimated completion date: 10/92. The Army will evaluate the content of take-home packages. The Army plans to make changes, where appropriate, by fiscal year (FY) 1992, and has commissioned the Rand Corporation to develop more objective assessment criteria.

Recommendation: The Secretary of the Army should develop and implement more definitive criteria for commanders to use to assess unit proficiency. Also, a numerical rating scale should be used to

better differentiate proficiency among units.

Status: Action in process. Estimated completion date: 10/92. The Army has commissioned the Rand Corporation to develop more objective assessment criteria, including the usefulness of a numerical rating scale for unit proficiency. The study is scheduled to be completed by FY 1991. Implementation will follow.

Recommendation: The Secretary of the Army should ensure that more realistic training is provided to National Guard units during annual training periods. One way to achieve this might be to

assign responsibility and hold host installation commanders accountable for providing a realistic training environment.

Status: Action in process. DOD concurred and currently has several ongoing initiatives aimed at enhancing realism in Reserve Component training.

Recommendation: The Secretary of the Army should eliminate the requirement that evaluators provide commanders written evaluation results before the end of annual training. Eliminating this requirement would increase the amount of time that evaluators can spend making training observations and

providing training advice. If this is not feasible, the Secretary should require that the chain of command monitor the preparation of written evaluations to ensure that they are completed in accordance with Army policy.

Status: Recommendation valid/action not intended. DOD disagreed with this recommendation. DOD cited the need for commanders and evaluators to discuss specifics of the training assessment and its future impact. DOD believes that it is feasible for evaluators to complete formal evaluations prior to a unit's departure from annual training.

Army Training: Various Factors Create Uncertainty About Need for More Land

NSIAD-91-103, 04/22/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Army's training land acquisition plans and procedures, focusing on: (1) existing maneuver training deficiencies, and the extent to which land shortfalls caused them; (2) how land shortages affected training and readiness; (3) the effects of the Army's future training plans on land needs; (4) whether the Army could develop a training land requirement standard; and (5) whether combat training centers could compensate for limited home-station land.

Findings

GAO found that a number of factors created uncertainty regarding the Army's need for more training land, including: (1) training deficiencies for which the lack of land did not appear to

be the principal cause; (2) the need for a greater focus on less land-intensive small-unit training; (3) resource constraints that often limited the amount and scope of training at existing installations; (4) commanders' assessments indicating that most maneuver units were highly trained and ready to perform their missions; (5) the Army's stated plan to place greater reliance on computer simulations; and (6) impending force reductions. GAO also found that: (1) such subjective factors made it difficult to establish a practical uniform standard for specifying training land needs; and (2) the Army's combat training centers provided an important complement to home-station training and helped to offset home-station training limitations.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should develop a comprehensive, integrated training strategy that addresses the key factors affecting training and land use. Such a strategy should: (1) outline the Army's approach to addressing the recurring training problems identified at the combat training centers and recognize the need for greater emphasis on small-unit training; (2) outline the Army's plans for addressing various other constraints, including funding priorities and personnel turnover, that are apt to restrict training and the use of land; and (3) define the relationship of training land to long-range plans for greater reliance on training devices, including computer simulations.

Status: Action in process. A revised version of the Army Training Circular "Training Land" is in printing. Also a Combined Arms Training Strategy is expected to be approved by late 1991.

Recommendation: The Secretary of the Army should base requests for additional training land on the completed training strategy.

Status: Action in process. The Army is expecting to publish a new Army Training Circular dealing with training land by late 1991.

Reserve Officers' Training Corps: Less Need for Officers Provides Opportunity for Significant Savings

NSIAD-91-102, 05/06/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO examined the military services' Reserve Officers' Training Corps (ROTC) programs.

Findings

GAO found that: (1) due to reductions in officer end strength, Air Force and Army ROTC programs have produced over 9,000 more graduates than needed since 1987; (2) the Navy averted large-scale overproduction of officers by making adjustments to its officer candidate school; (3) to reduce the number of ROTC enrollees in officer schools, both the Air Force and Army released graduates from their military service obligations and delayed graduates' entry into active duty; (4) neither the Air Force nor Army developed a comprehensive plan to efficiently meet reduced needs, and both services will continue to incur additional costs associated with producing too many ROTC graduates; (5) all three services maintained unproductive ROTC units that met congressional criteria for closure; (6) of the 630 ROTC units, 65 were below minimum enrollment guidelines as of fiscal year 1990; (7) the Department of Defense (DOD) did not oversee ROTC program productivity and

closure decisions to ensure that services complied with closure guidelines; and (8) DOD lacked a standard cost-reporting system for ROTC.

Open Recommendations to Congress

Recommendation: Because DOD has not aggressively closed unproductive ROTC units, Congress may wish to fund the services' ROTC programs at levels lower than requested. Reductions could be based on the percentage of unproductive units in each service.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: To ensure that the services meet their future needs for ROTC officers as efficiently as possible, the Secretary of Defense should develop and implement a comprehensive strategy to ensure that ROTC resources are used and distributed as efficiently as possible within the framework of all sources of new officers, including the service academies and officer candidate programs. This strategy should address the total program enrollment, the types and quantities of technical skills needed, the scholarship and non-scholarship mix, the number of units, unit staffing,

headquarters staffing, and other program elements. Such a strategy should create a framework for meeting service goals cost-effectively and should include analyses of external factors affecting the program.

Status: Action in process. DOD is developing a comprehensive strategy that will address the appropriate contribution of each of the principal sources of officers to annual commissions.

Recommendation: To ensure that the services meet their future needs for ROTC officers as efficiently as possible, the Secretary of Defense should suspend the requirement for officer basic training for the Army's individual ready reserve (IRR) members until those officers are needed to serve on active duty or in reserve or National Guard units. To accomplish this objective, the Secretary should seek temporary relief from the legislative requirement that provides for this training. The Secretary should also consider whether the involuntary release of ROTC participants offers the Army greater advantages than placing those people in IRR.

Status: Action in process. DOD is exploring the legal options with respect to suspending officer basic training for

the Army's IRR members until they are needed to serve on active duty or in Reserve or National Guard units.

Recommendation: To increase the efficiency and effectiveness of the services' ROTC programs, the Secretary of Defense should revise the DOD directive on unit closures. The revision should: (1) define the term productive unit; (2) provide criteria needed to enable objective analyses of the quantitative and qualitative factors to be considered in making closure decisions; and (3) require that deviations below the congressionally established enrollment guideline be adequately justified and reported.

Status: Action in process. The Office of the Assistant Secretary of Defense is preparing a revised DOD Directive 1215.8, which will address unit viability, including annual production, and

justification for retention of non-viable units.

Recommendation: To increase the efficiency and effectiveness of the services' ROTC program, the Secretary of Defense should require the services' secretaries to amend their regulations on unit closures to specify an objective formula that assigns relative weights to the various productivity factors. **Status:** Action in process. Estimated completion date: 10/92. Issuance of DOD Directive 1215.8 will require subsequent revision of service regulations. Such revisions of service regulations are expected to be accomplished within 1 year after issuance of the DOD directive.

Recommendation: In the next annual assurance statement the Secretary of Defense should identify, as a material weakness, the lack of compliance with

congressional committee guidance on unit closures.

Status: Action in process. DOD stated that the retention of non-viable ROTC units will be considered for inclusion in the next annual assurance statement.

Recommendation: Because of DOD continued failure to develop and implement and regain top management attention for standardized cost reporting for ROTC, the Secretary of Defense should identify the lack of a standardized cost-reporting system for ROTC as a material weakness in the next annual assurance statement.

Status: Action in process. DOD stated that the lack of a standardized cost-reporting system for ROTC would be identified as a material weakness in the Department's next annual assurance statement, and that it was developing standardized cost elements.

Chemical Weapons: Physical Security for the U.S. Chemical Stockpile

NSIAD-91-200, 05/15/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the adequacy of the Department of the Army's physical security measures to guard against attacks on chemical weapons storage and production facilities and against the diversion or theft of those weapons.

Findings

GAO found that: (1) the Army only recently approved physical agility standards for guards; (2) the excessive overtime that some guards worked affected their proficiency; (3) at five of the nine storage sites visited, security

guard fleets' vehicles had high mileage and were frequently out of service for unscheduled maintenance; (4) the Army transferred personnel who did not meet the requirements of the Chemical Personnel Reliability Program; (5) despite the 1986 Department of Defense requirement that the Army conduct formal site vulnerability assessments, the Army did not issue its implementing regulation until 1989; (6) no uniform method existed to enable local commanders to make vulnerability assessments based on identical standards; and (7) there was no provision for considering the impact of the

assessment results on the minimum standards.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of the Army to monitor and evaluate overtime hours for security guards and associated costs.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to conduct a continuing objective analysis of the condition and

readiness of the security guard fleets' motor vehicles at sites where there are concerns about vehicle reliability and take appropriate action to ensure vehicle readiness.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to take actions necessary to ensure that personnel who do not meet the Chemical Personnel Reliability

Program qualifications are not assigned to chemical storage sites.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to prescribe uniform and definitive procedures for local commanders of chemical storage sites to follow in performing formal site vulnerability assessments and require the commanders to document the processes they use to ensure that

protection afforded chemical weapons is appropriate to risks and threats.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to review formal site vulnerability assessments and use the assessment results to determine whether changes to the minimum standards for safeguarding the chemical stockpile are needed.

Status: Action not yet initiated.

Army Acquisition Controls: Materiel Release Process Needs to Be Strengthened

NSIAD-91-184, 05/23/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO evaluated the Army's internal controls for ensuring that newly procured equipment is ready for delivery to and use by field units.

Findings

GAO found that: (1) review boards were neither sufficiently independent of the procuring offices nor sufficiently representative of the end users to meet sound internal control standards; (2) the current process allowed for the conditional release of deficient systems to field units, provided there was a corrective action plan to meet field users' requirements and a justified

urgency for receiving the equipment, but officials have failed to comply with those conditions; (3) in 49 of 81 actions reviewed, systems users did not justify their urgent need for the system; (4) the Army's materiel release process was not separate from such key duties as system development; and (5) the Army never corrected some systems' deficiencies.

Open Recommendations to Agencies

Recommendation: To strengthen the Army's materiel release process, the Secretary of the Army should require that end users be voting members of the review boards.

Status: Action not yet initiated.

Recommendation: To strengthen the Army's materiel release process, the Secretary of the Army should ensure that end users submit urgency of need justifications as required for equipment for which review boards plan a conditional or training release and ensure that such justifications are based on well grounded, sound reasoning.

Status: Action not yet initiated.

Recommendation: To strengthen the Army's materiel release process, the Secretary of the Army should require the review boards to certify that efforts have been made toward correcting systems' deficiencies or that the identified deficiencies are not seriously degrading user needs.

Status: Action not yet initiated.

Army Acquisition: Air Defense Antitank System's Development Goals Not Yet Achieved

NSIAD-91-222, 05/23/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Army's revised Air Defense Antitank System (ADATS) program, focusing on whether: (1) it improved ADATS reliability; (2) the tests and criteria established for the extension phase would provide sufficient performance information for production approval; and (3) the Army's cost and operational effectiveness assessment was still valid.

Findings

GAO found that: (1) the Army delayed planned tests due to restructuring and contractor failure to achieve an internally imposed level of statistical confidence to ensure that the system would meet its first interim criteria; (2) delays in operational testing made it unlikely that congressional authorization and appropriations committees would have timely test information that demonstrated that ADATS met any of its interim reliability criteria; (3) such weapon subsystem reliability criteria as the required average time between equipment failures established for the 2-year extension fell short of ADATS fielding

contract requirements; (4) lowered reliability would result in increased operation and support costs; (5) live-fire and operational test results raised concerns regarding the decreased probability of ADATS survival due to its position in the forward battle area; (6) unit cost increases resulted from reduced fire unit quantities, reduced production rates, and production delays; and (7) increased vulnerability resulted from live-fire testing, and reliability and maintainability results from operational tests suggested that irreplaceable losses would occur more frequently than assumed.

Open Recommendations to Congress

Recommendation: Because the Army predicated its fiscal year 1991 funding request for the ADATS program on its ability to meet the first and second interim reliability criteria and ADATS has not met them, Congress may wish to consider not providing additional funding until ADATS meets the second interim requirement of 54 hours average time between equipment failures. If additional funding is provided, Congress may wish to prohibit the Secretary of the Army from obligating such funds

until the Secretary of Defense certifies to Congress that the above conditions either have been met or no longer need to be met.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Director of Operational Test and Evaluation to approve a test and evaluation plan that clearly states all testing that will be completed and evaluated before ADATS production is approved. This plan should include: (1) realistic operational tests that demonstrate critical performance capabilities not previously achieved; and (2) live missile firings.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should determine ADATS continued cost-effectiveness using current cost estimates, existing and planned air defense systems, and live-fire and operational test results before production is approved. This determination should be based on the Army's revised cost and operational effectiveness analysis.

Status: Action not yet initiated.

Chemical Warfare: Soldiers Inadequately Equipped and Trained to Conduct Chemical Operations

NSIAD-91-197, 05/29/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Army's Chemical Defense Program, focusing on whether the Army adequately trained and equipped its forces to survive and sustain operations in a chemical environment.

Findings

GAO found that: (1) many soldiers in 36 active and 4 reserve Army units believed that their training did not meet the minimum time standards and that the Army did not implement training under realistic conditions or integrate mission training exercises; (2) Army evaluations of exercises at its two main combat training centers indicated that the units did not stress chemical training, did not perform well, and sustained heavy simulated casualties; (3) although the Army updated and attempted to refine its chemical warfare doctrine, branch schools did not integrate the updated doctrine; (4) three reserve units lacked adequate equipment to survive and sustain operations in a chemical warfare environment; (5) in Europe, stock levels in theatre reserves and prepositioned equipment storage sites sustained major shortages of collective protection shelters, decontamination apparatus, chemical alarms, and individual protection gear; and (6) although the Army developed and produced new chemical defense equipment, shortages of certain items continued to hinder its ability to effectively carry out sustained operations during a chemical attack.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should ensure that commanding officers responsible for conducting training fully comply with the minimum training standards set forth in Army regulations.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should ensure that the commanding officers of the Training and Doctrine Command and the Chemical School jointly evaluate the integration of chemical doctrine into the training guidance at the other branch schools and take the necessary corrective actions. The evaluation, as a minimum, should: (1) emphasize the need to conduct routine training in full protective gear until all personnel are capable of recognizing and adequately responding to the performance degradation that occurs after extended periods in the gear; and (2) require that all combat and support personnel undergo the required chemical training under realistic conditions and demonstrate the ability to perform assigned tasks at a minimally acceptable level while in full protective gear.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should require that commanding officers annually report to their rating officials the extent to which all combat and support personnel have undergone the required chemical training and demonstrated the ability to perform assigned tasks at a minimally acceptable

performance level while in full protective gear.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should require commanding officers' rating officials to consider the officers' reports on chemical training in evaluating their performance.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should direct the Commander, U.S. Army, Europe, to comply with the existing requirements that fixed sites have approved chemical decontamination plans and that the plans be practiced at least annually.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should ascertain whether the funding level and priorities for developing, producing, and delivering chemical protective equipment should be changed.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should ascertain whether authorized chemical equipment levels should be modified and equipment availability increased.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should ascertain whether production problems being encountered with new chemical protective equipment are being resolved.

Status: Action not yet initiated.

Army Supply Management: System for Issuing Replacement Clothing to Army Reservists Should Be Changed

NSIAD-91-136, 06/11/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO reviewed the Issue-in-Kind (IIK) system used by the Army Reserve and the National Guard to provide replacement clothing to their personnel, focusing on whether: (1) the Army implemented adequate controls over its IIK system; and (2) a monetary allowance system would be more efficient and economical.

Findings

GAO found that the Army Reserve and National Guard: (1) did not have adequate internal controls over the IIK system; (2) lacked criteria limiting the frequency of clothing replacements; (3)

did not maintain centralized records of clothing issues; (4) did not ensure that personnel turned in old items when issued new ones; and (5) did not have adequate accounting procedures that properly identified replacement clothing costs. In addition, GAO found that: (1) a monetary clothing allowance would be more economical and efficient than the IIK system, since the Army could save \$6.6 million annually in clothing costs due to the expected life of clothing items and the relatively few days a year during which reservists train; (2) an allowance would reduce the administrative work load for unit supply personnel; and (3) the Army could save at least \$1.4 million annually if it discontinued operation of its 53 National

Guard clothing issue points and used the active Army's supply system instead.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of the Army to replace the current IIK system with a monetary clothing allowance for reserve components.
Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the National Guard to use the Army's existing supply system and discontinue operation of state-level clothing issue points.
Status: Action not yet initiated.

Army Reserve Components: Better Training Could Improve General Support Maintenance Capability

NSIAD-91-219, 07/09/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO: (1) examined how well the Army was preparing its reserve general support maintenance units to perform their wartime missions; and (2) assessed actions under way to improve their capability.

Findings

GAO found that: (1) although 51 of 56 units GAO surveyed had received some missions guidance as of May 1990, 22 units had not received guidance identifying the specific equipment they would be expected to repair during combat; (2) many reserve general support units did not use their limited training time to develop and sustain maintenance proficiency, and between 42

percent and 50 percent of their mechanics were not prepared to perform their wartime tasks; (3) excessive administrative demands, the lack of mission-essential equipment, and the wide geographic dispersion of units from potential repair sources adversely affected the efficient use of reserve units' limited training time; (4) the Army lacked a system to evaluate reserve unit or individual proficiency,

and was not aggressively pursuing actions to develop such a system; (5) although the Army implemented such initiatives to improve reserve maintenance capability as a Hands-On Training Program, Regional Training Sites-Maintenance Program, and the Overseas Reserve Maintenance Training Program, they may not ensure the general support maintenance units' preparation for wartime missions; and (6) the Iowa National Guard developed initiatives to measure and track the proficiency of unit mechanics performing general support-level repairs and ensure that certain training weekends are dedicated to primary mission tasks.

Open Recommendations to Agencies

Recommendation: To enhance the capability of reserve general support maintenance units, the Secretary of the Army should ensure that commanders in all wartime theaters provide mission guidance to reserve units specifying the types of equipment they would be expected to repair in wartime.
Status: Action not yet initiated.

Recommendation: To enhance the capability of reserve general support maintenance units, the Secretary of the Army should resolve problems, such as: (1) administrative and repair parts' difficulties with the Hands-on Training Program; and (2) the lack of force modernization equipment available to units participating in the overseas

program for heavy equipment maintenance companies, that have limited the value of reserve training initiatives designed to provide units with opportunities to repair equipment they would be expected to repair during wartime.
Status: Action not yet initiated.

Recommendation: To enhance the capability of reserve general support maintenance units, the Secretary of the Army should determine whether unit-level initiatives to improve general support maintenance capability, such as Iowa National Guard actions to: (1) measure and track the proficiency of general support maintenance mechanics; and (2) more effectively manage reserve training time, can be adopted in other reserve units.
Status: Action not yet initiated.

Army Inventory: Fewer Items Should Be Stocked at the Division Level

NSIAD-91-218, 07/24/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO examined whether the Army was taking full advantage of opportunities to streamline its logistics system, focusing on whether the Army: (1) needed to buy and maintain all of the items it stocked at the division level; and (2) could reduce its investment in divisions' inventories without adversely affecting supply responsiveness.

Findings

GAO found that: (1) the Army could reduce its stateside inventory of spare and repair items by stocking only demand-based items, and by doing so it

could reduce its investment in inventory without adversely affecting readiness; (2) at the four divisions GAO studied, non-demand-based items accounted for 42 percent of the total authorized inventory items and 53 percent of the total value of the authorized inventory; (3) 76 percent of the non-demand-based items had received fewer than three demands during the recent 12 months, and 61 percent of those items were not requested at all; (4) the Army has tested and begun to implement processes that will replace the current system with a single supply system; (5) enhancements in communications, distribution, and inventory management techniques have made it possible to respond to supply

needs with less stock at the divisions; and (6) although the Army has taken action to improve its inventory levels, additional opportunities exist for it to decrease inventory levels.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct that divisions in the United States not stock non-demand-based items that do not meet the retain criterion of at least three demands in a 360-day period. Until the items qualify for stocking at the divisions based on the add criterion of nine demands in a 360-day period, the items should be stored at

the wholesale-level depots and issued to the divisions when needed.

Status: Action not yet initiated.

Recommendation: The Secretary of the Army should direct inventory managers to pursue opportunities for reducing inventory investment by: (1) maximizing

the use of alternatives such as direct vendor deliveries and expedited deliveries from the depots; and (2) evaluating the inventory management lessons learned during Operations Desert Shield and Desert Storm. This should include the continuing emphasis on evaluating the requirements factors

used in determining stock levels for demand-based items to ensure that they reflect improved technologies in communications, transportation, and inventory distribution methods.

Status: Action not yet initiated.

Armored Systems Modernization: Program Inconsistent With Current Threat and Budgetary Constraints

NSIAD-91-254, 07/29/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO examined the Army's Armored Systems Modernization Program's (ASM) justification, affordability, and priorities.

Findings

GAO found that: (1) the Army based its ASM program justification on the projected threat of powerful and massive Soviet and Warsaw Pact forces and of a European-wide strike; (2) the Soviet Union's unilateral force reductions, the disintegration of the Warsaw Pact, and the signing of the Treaty on Conventional Armed Forces in Europe have diminished this threat; (3) since Army procurement appropriations are expected to be constrained in the future, the affordability of the massive modernization program is questionable; (4) along with all other projected procurement needs, the ASM program will require significantly more funds than are expected to be available in fiscal years 1998 through 2008; (5) even

though there was a projected delay in the fielding of the Soviet Union's future main battle tank, the Future Soviet Tank 3, the Army continues to view the Block III tank as its top priority; (6) the Army is currently developing technology that will provide the existing M1A1 tank fleet the ability to defeat the Future Soviet Tank 3 by outfitting them with new electrothermal gun technology; and (7) current artillery meets neither the current threat nor the needs of the Army's future battle doctrine, which stresses more effective long-range, agile artillery.

Open Recommendations to Congress

Recommendation: Congress should not provide additional funding for the ASM program without an accompanying Department of Defense reassessment of the justification and affordability of the ASM program and of the priority of vehicles within the program.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: Before seeking additional funds for the ASM program, the Secretary of Defense should reassess the ASM program's justification, affordability, and priorities in light of the significant threat changes, the projected large funding shortfalls, and the greater need for ASM vehicles other than the tank. This reassessment should accompany any request for funding the ASM program.

Status: Action not yet initiated.

Recommendation: If the 1992 tests demonstrate the viability of the electrothermal gun technology, the Secretary of Defense should direct the Army to evaluate using the electrothermal gun to improve the lethality and survivability of the M1A1 and M1A2 tank fleets. Putting the electrothermal gun on those tank fleets would further reduce the need for the Block III tank.

Status: Action not yet initiated.

Army Reserve Forces: Applying Features of Other Countries' Reserves Could Provide Benefits

NSIAD-91-239, 08/30/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO examined how Germany, the Netherlands, Norway, the United Kingdom, and the Soviet Union organize and train their army reserves to identify features that the U.S. Army might consider as it restructures its forces.

Findings

GAO found that: (1) both the United States and case-study countries relied heavily on reserves to meet their military requirements; (2) the case-study countries generally assign both combat and support roles to their reserves but in many cases restrict key leadership roles and missions to their active forces; (3) the case-study countries employ cadre concepts in some cases to provide a means of expanding their military forces; (4) the Soviet Union and Germany used cadre systems to mix the experience of active personnel with less costly reserves and to provide for force generation in wartime; (5) the United States has considered the use of cadre systems to reduce the size of its peacetime army while retaining the capacity to generate additional forces; (6) the Institute for Defense Analysis has developed a force structure model providing a means of force generation that suggests alternatives to cadres may exist; (7) the Army Reserve has initiated

an automated position reservation system to improve the match between vacancies and skills; (8) some countries make concerted efforts to assign reservists to positions related to their prior military service to reduce the need for extensive retraining; and (9) some countries varied the amount of reserve training according to the complexity of the mission, recent active duty service, and relevance of reservists' civilian jobs to their military positions.

Open Recommendations to Agencies

Recommendation: Before the Army fully incorporates cadre forces into its force structure, the Secretary of the Army should: (1) use the lessons learned in other countries to test the cadre concept at both the division and other organizational levels, for support as well as combat units, and under various staffing and leadership arrangements; and (2) explore alternatives to the cadre concept, such as the Unit Cohesion Model.

Status: Action not yet initiated.

Recommendation: In considering the merits of adopting or expanding the features identified, the Secretary of the Army should use the existing management process for updating the Reserve Components Training Development Action Plan to examine

alternative means of increasing the percentage of reservists who continue in the same military occupational specialty as their active duty service or previous reserve assignment, particularly in the National Guard.

Status: Action not yet initiated.

Recommendation: In considering the merits of adopting or expanding the features identified, the Secretary of the Army should use the existing management process for updating the Reserve Components Training Development Action Plan to examine the feasibility of stratifying the amount of training required of reservists based on how recently they served on active duty, the complexity of their assignments, and the relevancy of their civilian jobs to their military positions.

Status: Action not yet initiated.

Recommendation: As potential cost-saving measures for both active and reserve forces, the Secretary of the Army should review the practicality of: (1) expanding the sharing of equipment among units; (2) expanding the Army's use of humidity-controlled plastic bags as a means of storing equipment; and (3) entering into additional peacetime contingency agreements with the private sector to provide assets and services upon mobilization.

Status: Action not yet initiated.

Army Weapons: Acquisition of Interim Improved Hellfire Missiles Not Justified

NSIAD-91-314, 09/06/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO reviewed the Army's plan to buy interim improved Hellfire missiles with a portion of the fiscal year (FY) 1991 supplemental appropriation for Operations Desert Shield and Desert Storm.

Findings

GAO found that: (1) although the Department of Defense (DOD) informed GAO that the appropriation would be used to purchase the more capable Hellfire optimized missile, the Army plans to use most of the supplemental appropriation for Hellfire to purchase the interim improved Hellfire missile; (2) in the FY 1991 supplemental appropriation for Operations Desert

Shield and Desert Storm, Congress provided \$86.6 million to buy 3,150 Hellfire missiles; (3) during FY 1992 and FY 1993, the Army plans to buy 2,174 interim improved missiles and associated support with \$62.8 million of the appropriation, and 335 optimized missiles with the remaining \$23.8 million; (4) although Army tests have shown that the interim Hellfire missile system will penetrate more formidable tanks than the basic Hellfire missile, it has performance shortfalls and may not defeat the most recently deployed Soviet armor; and (5) the planned purchase of interim improved Hellfire missiles may not be the most effective use of appropriated defense funds since interim improved missiles have performance shortfalls, the optimized missile is

scheduled for limited production in June 1992, and the Army will have over 32,000 basic and interim missiles in its inventory by February 1993.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of the Army to use the \$86.6 million FY 1991 supplemental appropriations for Operations Desert Shield and Desert Storm to buy Hellfire optimized missiles rather than interim improved Hellfire missiles unless the Army clearly demonstrates a legitimate need to add more than 2,000 less capable missiles to its inventory.

Status: Action not yet initiated.

1992 Defense Budget: Potential Adjustments to Ammunition Programs

NSIAD-91-276, 09/12/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed; (1) the military services' justifications for their fiscal year (FY) 1992 budget requests for ammunition; (2) the Army's request for ammunition production base support; (3) selected segments of prior-year ammunition programs; and (4) additional, but unbudgeted, needs identified by the

Army and the Marine Corps for FY 1992.

Findings

GAO found that the: (1) Army's \$1.05 billion FY 1992 request for ammunition can be reduced by \$80.4 million, since \$47.7 million is for five ammunition items for which program quantities are greater than needed, \$28.5 million is for two ammunition items that have

unresolved technical problems, and \$4.2 million is for an ammunition item for which the cost will decrease; (2) Army's \$201.3 million request for ammunition production base support can be reduced by \$8.2 million, since \$4.4 million is for initial production facilities for which funding is premature, \$1.3 million is for modernization projects at plants scheduled for closure, and \$2.5 million is for maintenance of inactive binary chemical munitions facilities that will

not be needed in FY 1992; (3) Navy's \$328.6 million FY 1992 request for ammunition is overstated by \$14.9 million for three ammunition items, since \$2.8 million is for one item for which the Navy reduced the quantity it intends to buy in FY 1992 and \$12.1 million is for two items for which total program quantities will not meet FY 1992 delivery schedules because of production problems; (4) Air Force's \$306.7 million FY 1992 request for ammunition can be reduced by \$108.7 million; (5) Marine Corps' \$526.2 million FY 1992 request for ammunition is overstated by \$83.3 million, since \$43.7 million is for one item for which the total program quantity cannot be produced in time to meet FY 1992 delivery schedules and \$39.6 million is for four items that have reduced requirements; and (6) budgets could be increased for 7 Marine Corps and 12 Army items, since projected inventory levels were lower than the inventory objectives, and those items could be produced within the FY 1992 program period.

Open Recommendations to Congress

Recommendation: The Senate and House Committees on Appropriations should reduce the Army's FY 1992 request by \$80.4 million for eight ammunition items and by \$8.2 million for production base support.

Addressee: House Committee on Appropriations

Status: Action in process.

Addressee: Senate Committee on Appropriations

Status: Action in process.

Recommendation: The Senate and House Committees on Appropriations should reduce the Army's FY 1991 appropriation by \$10.1 million.

Addressee: House Committee on Appropriations

Status: Action in process.

Addressee: Senate Committee on Appropriations

Status: Action in process.

Recommendation: The Senate and House Committees on Appropriations may wish to consider offsetting the recommended budget recommendations for the Army by funding the 12 additional ammunition items that the Army needs, but did not budget for, and that can be delivered within FY 1992 delivery schedules.

Addressee: House Committee on Appropriations

Status: Action in process.

Addressee: Senate Committee on Appropriations

Status: Action in process.

Recommendation: The Senate and House Committees on Appropriations should reduce the Air Force's FY 1992 ammunition budget request by \$108.7 million.

Addressee: House Committee on Appropriations

Status: Action in process.

Addressee: Senate Committee on Appropriations

Status: Action in process.

Recommendation: The Senate and House Committees on Appropriations should reduce the Navy's FY 1992 ammunition budget request by \$14.9 million.

Addressee: House Committee on Appropriations

Status: Action in process.

Addressee: Senate Committee on Appropriations

Status: Action in process.

Recommendation: The Senate and House Committees on Appropriations should reduce the Marine Corps' ammunition budget request by \$83.3 million for five items.

Addressee: House Committee on Appropriations

Status: Action in process.

Addressee: Senate Committee on Appropriations

Status: Action in process.

Recommendation: The Senate and House Committees on Appropriations may wish to consider offsetting the recommended budget reductions for the Marine Corps by funding the seven additional ammunition items that the Marine Corps needs, and did not budget for, and that can be delivered within the FY 1992 program period.

Addressee: House Committee on Appropriations

Status: Action in process.

Addressee: Senate Committee on Appropriations

Status: Action in process.

Army Maintenance: More Effective Implementation of Maintenance Expenditure Limits Needed

NSIAD-91-270, 09/18/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO reviewed the Army's policies and procedures for computing and using maintenance expenditure limits (MEL), to determine whether: (1) the Army Materiel Command (AMC) was applying MEL effectively in their repair-or-buy decisions; and (2) AMC was sufficiently overseeing the commands' use of MEL.

Findings

GAO found that: (1) the three buying commands reviewed did not properly follow or consistently apply the AMC policies and procedures for computing MEL; (2) Communications-Electronics Command (CECOM) had not written implementing regulations or taken any other action to implement the AMC fiscal year (FY) 1987 MEL policy, because the Command was unaware that AMC had officially adopted the regulation; (3) for FY 1991, MEL computations at the Aviation Systems Command (AVSCOM) and the Tank-Automotive Command (TACOM) were untimely, since they were computed

after repair programs had already been planned; (4) the three buying commands did not follow the required procedures regarding the use of waivers and exemptions; (5) because of confusion over which of the different procurement prices available should have been used in making the computation, AVSCOM inaccurately computed MEL; (6) AMC did not properly monitor the buying commands' implementation of the current regulation to ensure that the commands made cost-effective repair-or-buy decisions; and (7) no reviews had been made of the AMC revised MRL policy since it was issued in FY 1987.

Open Recommendations to Agencies

Recommendation: The Commanding General, AMC, should reemphasize the requirement that the buying commands are to: (1) compute MEL and compare them with the cost to repair an item; (2) procure items which, according to the MEL, are not economical to repair; and (3) request waivers or exemptions in

cases where the repair program is necessary, even though the cost to repair exceeds the MEL.

Status: Action not yet initiated.

Recommendation: The Commanding General, AMC, should direct the commands to compute and recompute MEL in accordance with the time frames in the AMC MEL regulation and to include in their implementing regulations the correct time frames for making those computations.

Status: Action not yet initiated.

Recommendation: The Commanding General, AMC, should clarify that the procurement price the buying commands are to use in the MEL computations is the per-unit contract cost.

Status: Action not yet initiated.

Recommendation: The Commanding General, AMC, should include the extent of implementation of MEL policies and procedures at the buying commands in future compliance reviews.

Status: Action not yet initiated.

National Guard: Peacetime Training Did Not Adequately Prepare Combat Brigades for Gulf War

NSIAD-91-263, 09/24/91 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO reviewed the training and preparedness of the three Army

National Guard roundout brigades that were activated during Operations Desert Shield and Desert Storm, focusing on whether: (1) they had been adequately

trained during peacetime to perform their wartime duties; (2) the Army's experience with the three brigades revealed any significant weaknesses in

the National Guard's peacetime administrative strategy; (3) the Army's peacetime screening of reservists had adequately assessed the medical condition of the personnel in those brigades; and (4) peacetime training evaluations were useful in developing post-mobilization training plans.

Findings

GAO found that: (1) the Army has not adequately prepared its National Guard roundout brigades to deploy quickly; (2) many soldiers were not completely trained to do their jobs and many noncommissioned officers were not adequately trained in leadership skills; (3) the Army's peacetime medical screening program for the National Guard failed to identify dental and other medical ailments that would have adversely affected the ability of many Guard members to deploy early, and only upon mobilization did the Army find that over 4,000 of the Guard members had physical conditions that caused them to be undeployable; (4) in peacetime, the National Guard uses administrative systems that are not compatible with active Army systems to manage personnel and supply operations which, upon mobilization, downgraded the brigades' ability to mobilize

efficiently and to train effectively; (5) peacetime training lacked challenging, realistic training missions, failed to integrate combat arms, combat-support, and combat service-support elements, was sometimes cancelled because of inadequate support by host installations, and was often conducted with shortages of authorized equipment; and (6) since the post-mobilization training plans developed by each of the three brigades during peacetime were based on unreliable proficiency and combat readiness ratings, Army trainers had to develop ad hoc post-mobilization training plans that called for far more training days than envisioned by brigade commanders and required the support of almost 9,000 active Army trainers and other personnel.

Open Recommendations to Agencies

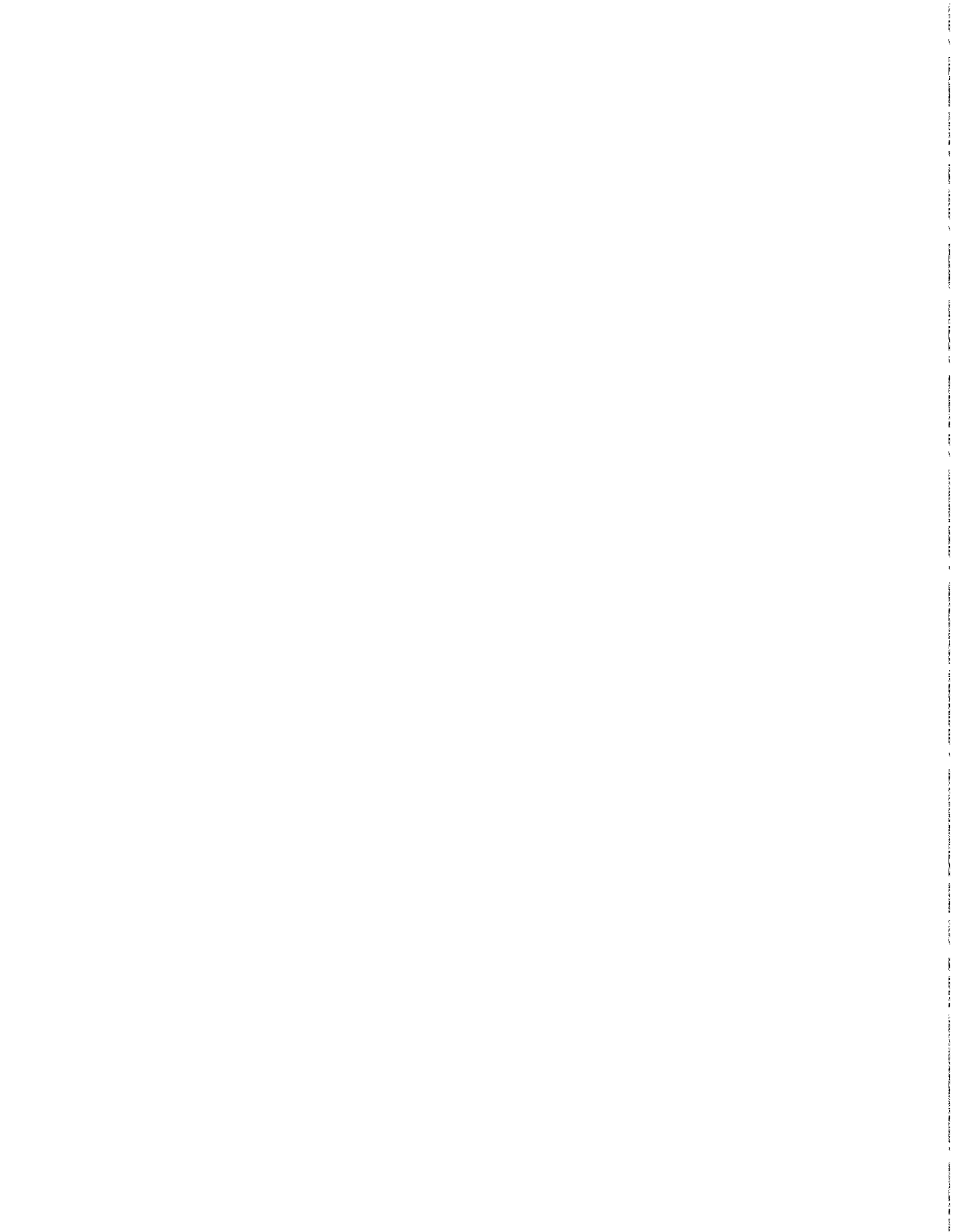
Recommendation: The Secretary of the Army should ensure that peacetime training is provided to roundout brigade personnel responsible for operating active Army personnel and supply systems and for maintaining tracked vehicles upon mobilization.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should revise National Guard medical screening policies and procedures to provide screenings of roundout brigade personnel at age 40.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should explore alternatives to identify and correct the serious dental ailments of roundout brigade personnel. Options could include: (1) requiring periodic dental examinations and treatment as a condition of continued membership in the unit; or (2) providing financial assistance to the members for dental care.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should reassess the Department of Defense's position on the training readiness evaluation recommendations made in a February 1991 GAO report to ensure that training readiness reports are accurate indicators of readiness.
Status: Action not yet initiated.

Recommendation: The Secretary of the Army should develop and issue criteria to be used to validate the combat readiness of reserve roundout brigades in future mobilizations.
Status: Action not yet initiated.



Command, Control, Communications, and Intelligence

Issue Area Summary: Command, Control, Communications, and Intelligence

Impact of GAO's Work

Command, control, communications, and intelligence (C3I) systems provide critical support to the President, the Secretary of Defense, and military commanders during peacetime and periods of crisis. Although C3I programs have a high national defense priority, the Congress is concerned with their cost, operational effectiveness, and management.

To provide information for congressional decisionmaking, we evaluated the management, the acquisition, and the operations of electronic warfare systems used to protect aircraft from threat weapons, as well as satellites, communications networks, information processing and display systems, and command facilities. Our past recommendations have focused on two primary issues—production and proliferation.

Production of C3I Systems

All too often programs enter production without having demonstrated their readiness during operational tests, only to result in unsatisfactory systems requiring replacement or significant retrofit programs to improve performance. Our evaluations of electronic warfare and command, control, and communications systems have contributed to improved oversight by the Congress, resulting in the denial or the restriction of funding so as to prevent the premature award of production contracts.

Proliferation of C3I Systems

The military services have continued proliferation of electronic warfare systems despite the recognition that they are designed to counter a common threat. We have recommended establishing management controls and developing acquisition plans to enhance both intraservice and interservice commonality of these systems. Commonality can result in substantial savings by eliminating the need to continually update multiple systems, reduced acquisition costs resulting from large production quantities of fewer systems, and reduced logistics and training costs associated with fewer systems. The Congress has shown a strong interest in commonality; the Department of Defense, however, has been slow to respond.

Key Open Recommendations

Regarding production and testing of Air Force jammers, we recommended that internal controls be established to ensure adequate testing and acceptable performance of jammers before they are produced and deployed. (GAO/NSIAD-90-168, see p. 60.)

We also recommended that the Air Force and the Navy ensure that they simultaneously deploy proven diagnostic equipment with electronic warfare systems to facilitate effective maintenance. (GAO/NSIAD-89-137, see p. 60, and GAO/NSIAD-91-205, see p. 66.)

Products With Open Recommendations: Command, Control, Communications, and Intelligence

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**Related Products With Open
Recommendations Under
Other Issue Areas**

None.

Electronic Warfare: Reliable Equipment Needed to Test Air Force's Electronic Warfare Systems

NSIAD-89-137, 08/11/89 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

In response to a congressional request, GAO reviewed the Air Force's ability to detect faulty components and system malfunctions in electronic warfare systems to perform needed repairs, focusing on major radar warning receivers, jammers, and test equipment planned for use in Air Force tactical aircraft.

Findings

GAO found that: (1) electronic warfare test equipment was unreliable and did not effectively identify system malfunctions and faulty components; (2) almost half of the 455 jammers that the Air Force considered operationally ready

for combat missions had undetected deficiencies while installed; (3) the test equipment that Air Force technicians used to identify malfunctions was unreliable and contributed to long repair times, which could negatively affect combat readiness; (4) the Air Force relied extensively on contractor support to keep its electronic warfare systems operational; (5) the Air Force did not comply with its deployment policies for the test equipment; (6) the Air Force consistently produced and deployed electronic warfare systems before testing maintainability under operational conditions; and (7) the Air Force procured test equipment before testing its capability.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should take steps to ensure that proven diagnostic equipment is deployed simultaneously with electronic warfare systems so that the systems can be effectively maintained by Air Force personnel.

Status: Recommendation valid/action not intended. After 18 months, the Department of Defense responded to this recommendation, indicating that the Air Force took no action. This information was reported to the House Government Operations Committee in a subsequent report on the issue in July 1991.

Electronic Warfare: Need to Strengthen Controls Over Air Force Jammer Programs

NSIAD-90-168, 07/11/90 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO examined the performance effectiveness of radar jammers the Air Force recently acquired or will acquire to protect its tactical aircraft.

Findings

GAO found that: (1) the Air Force prematurely procured jammers without adequately testing their performance

capability, resulting in jammers with limited effectiveness; (2) rather than enhancing aircraft survivability against threat radars, the Air Force did not use some radars and used others on tactical aircraft overseas with inoperable components; (3) the Department of Defense (DOD) required the Air Force to increase the performance capability of some jammers; (4) DOD had not established adequate procedures or other controls for managing or overseeing Air Force jammer programs and had not

taken an active role in the programs because it considered them to be minor; and (5) DOD lack of adequate controls over the Air Force's jammer acquisitions contributed to unsatisfactory jammer production.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should require the Assistant Secretary of Defense for Command,

Control, Communications, and Intelligence to establish adequate internal controls over Air Force jammer programs to ensure that systems are satisfactorily tested and demonstrate

acceptable performance before producing and deploying them.

Status: Action not yet initiated. DOD officials stated that no Air Force electronic warfare jammers will be allowed to go to full-rate production in

the future without completing operational testing and assurance that the jammers meet performance requirements. No new internal controls, however, have been established to ensure that this will happen.

Unmanned Aerial Vehicles: Realistic Testing Needed Before Production of Short-Range System

NSIAD-90-234, 09/28/90 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) strategy for acquiring the Short-Range Unmanned Aerial Vehicle (UAV) system, focusing on a comparison between DOD acquisition strategies for UAV and a previously procured system that encountered problems when deployed with the Navy's operational forces.

Findings

GAO found that DOD: (1) planned to perform operational testing before beginning low-rate UAV production, but the tester system would not incorporate those features necessary to operate in a naval environment; (2) planned to begin full-rate UAV production before verifying that it could be modified to meet Navy requirements; (3) planned to test UAV in an environment not representative of deployment conditions, which could place DOD at risk of becoming committed to system

production based on test results that might not be a valid indicator of the system's capability; (4) planned an acquisition strategy for the UAV system that was similar to the previous strategy, which resulted in its spending \$160 million for a system that did not meet performance requirements, and demonstrated the difficulties in adapting UAV for naval use and the need for timely testing; and (5) agreed to correct other shortcomings in the planned UAV system test program.

Open Recommendations to Congress

Recommendation: Congress may wish to consider whether the congressional intent for a joint service system is jeopardized by the substantial risk that the Navy variant will be unsuitable, and, if so, Congress may wish to prohibit full-rate production of UAV until performance of the Navy variant is proven to be satisfactory.

Congressional Action: Congressional action is likely during fiscal year 1993 budget deliberations.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should require that operational testing of UAV be conducted in diverse, realistic environments to provide reasonable assurance that it will meet requirements before permitting limited production of the land-based UAV system.

Status: Action in process. DOD officials now state that they only intend to deploy the short range UAV to areas which are similar to the planned test location. They specifically rule out moist, tropical environments as primary deployment locations. A second test location is going to be added to provide a more diverse environment for testing, as well. Hence, DOD officials believe the test plan is now realistic. The testing will be monitored until fully implemented.

Defense Communications: Millions May Be Spent Unnecessarily to Expand Data Network

IMTEC-91-6, 11/07/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO assessed the: (1) cost-effectiveness of the Defense Data Network (DDN); and (2) Defense Communication Agency's (DCA) plans to spend \$126 million over 7 years to expand DDN.

Findings

GAO found that: (1) the Department of Defense (DOD) established DDN to provide its users cost-effective long distance data communications; (2) even though DDN may not be the most cost-effective solution, DCA still plans to spend millions of dollars to expand DDN over the next several years; (3) some DOD users would have to spend millions to make their systems compatible with DDN; (4) the DCA single-network approach to making DDN the most cost-effective solution to DOD long distance

data communication needs was not supported by an economic analysis evaluating alternatives to the network; (5) the DCA approach also failed to recognize cheaper alternatives, technical incompatibilities, and possible network transfers; and (6) DDN is expected to lose part of its current and projected customer base if DOD systems that do not perform command and control applications switch to another federal telecommunications system.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Assistant Secretary of Defense for Command, Control, Communications, and Intelligence to: (1) perform a thorough economic analysis to determine the most cost-effective way to meet DOD long

distance data communication needs; and (2) require the Director, DCA, to reflect the results of this analysis in any plans for DDN. At a minimum, this analysis should consider: (1) discarding the policy of mandating DDN use; (2) focusing on the needs of individual users on a case-by-case basis, particularly those that are not well-suited for DDN packet switching technology; (3) recognizing the impact of some DDN users switching to Federal Telecommunications Systems (FTS) 2000; and (4) including cost as a factor in all decisions.

Status: Action in process. Estimated completion date: 01/92. DOD has undertaken a joint task force evaluation of data communication requirements that will address the integration of FTS 2000. Evaluation was scheduled for completion in April 1991, however, it has been delayed until the end of calendar year 1991.

Navy Command and Control: Better Systems Integration and Organizational Structure Are Needed

NSIAD-91-115, 02/27/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO assessed the acquisition management of selected data fusion efforts within the Navy Command and Control System to identify data fusion deficiencies and evaluate plans to overcome them.

Findings

GAO found that: (1) in 1982, the Navy awarded a contract to improve its ashore data fusion capabilities by acquiring an upgrade to the Ocean Surveillance Information System; (2) the Navy initiated the upgrade production before performing an operational evaluation

that subsequently identified numerous system deficiencies; (3) the Navy restructured its plans to correct the deficiencies and incorporate additional system capabilities by 1993, delaying the program completion date by 4 years; (4) the Navy acquired several prototype systems to overcome the data fusion deficiencies, but those systems did not

meet the Navy's needs or satisfy its documentation, logistics support, testing, training, and configuration control program requirements; (5) the Navy's failure to meet mission needs or satisfy various program requirements was partially attributable to the lack of effective systems engineering and integration and an ineffective organizational management structure; (6) the Navy's inadequate data fusion capabilities resulted in inefficient or untimely use of sensors and battle group weapons; and (7) until adequate data

fusion capabilities both ashore and afloat become available, Navy battle group commanders will have less than a satisfactory tactical picture for decisionmaking, placing Navy missions at risk.

Open Recommendations to Agencies

Recommendation: To minimize system duplication, the Secretary of the Navy should review the organizational management structure to ensure that

effective systems engineering and integration is achieved for programs within the Navy Command and Control System.

Status: Action in process. Actions are in process to improve the coordination and effectiveness of the Navy's management organization relative to systems engineering and integration of command and control systems.

Electronic Warfare: Early Production of Tacit Rainbow Missile Not Warranted

NSIAD-91-71, 03/08/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO reviewed the Tacit Rainbow Missile Program to determine whether the system met the Air Force's criteria for beginning a preproduction verification phase.

Findings

GAO found that: (1) Tacit Rainbow did not fully meet the Air Force's criteria for beginning the preproduction verification phase, since the Air Force had not flight tested the production configured system; (2) during testing,

Tacit Rainbow proved to be unreliable; (3) the Air Force restructured the program in 1988 because of continued schedule delays and unexpected cost growth; (4) the Air Force planned to commit Tacit Rainbow to production without ensuring that the system performed satisfactorily during operational testing, which could increase its risk of producing a deficient system that would require costly modifications to correct problems found during later testing phases; and (5) the Secretary of Defense cancelled the Tacit Rainbow program in December 1990.

Open Recommendations to Congress

Recommendation: At the time of the Secretary of Defense's decision to cancel the program, \$84 million in unobligated procurement funds were available. Congress may wish to consider directing the Air Force to determine funding required to terminate the program. The remaining funds could be rescinded or reprogrammed to meet other needs.

Congressional Action: Congressional action is not anticipated before the end of the fiscal year 1992 budget deliberations.

Unmanned Aerial Vehicles: Medium Range System Components Do Not Fit

NSIAD-91-2, 03/25/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO reviewed the status of the joint-service Medium-Range Unmanned Aerial Vehicle (UAV) program and the effects of the Advance Tactical Air Reconnaissance System (ATARS) and the Joint Service Imagery Processing System in determining why the ATARS payload would not fit in Medium-Range UAV.

Findings

GAO found that: (1) in developing Medium-Range UAV for common service, the Department of Defense (DOD) found that the ATARS payload did not fit in UAV; (2) the program goals of having a common service UAV, reconnaissance payload, and imagery processing system for UAV and manned aircraft could be undermined if the ATARS payload problem goes unsolved; (3) an alternative payload planned by the Navy would not meet Air Force requirements and would not be compatible with the Joint Services Imagery Processing System; (4) the Air Force's failure to coordinate adequately with the Medium-Range UAV Program

Office and control the size of the reconnaissance payload resulted in the ATARS payload fit problem; and (5) the UAV program encountered other problems, including airframe structural deterioration, launch system unreliability, ocean recovery, an inaccurate navigation system, and other problems.

Open Recommendations to Congress

Recommendation: Congress should closely monitor DOD efforts to solve the problem and oppose any funding requests which do not preserve commonality goals.

Congressional Action: During fiscal year 1992 budget deliberations, the House Armed Services Committee and the House Appropriations Committee chastised DOD for poor management of the program. The House Armed Services Committee directed DOD to improve its program management, while the House Appropriations Committee terminated the program.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should ensure that the solution to the payload fit problem preserves the commonality goals of the Medium-Range UAV, ATARS, and Joint Services Imagery Processing System programs.

Status: Action in process. The UAV Executive Committee has approved a restructured Medium-Range UAV Program that will include a larger UAV to carry ATARS.

Recommendation: The Secretary of Defense should require the services to obtain advance written concurrence or nonconcurrence for proposed changes in separately developed interrelated programs from program offices to ensure that integration problems such as the Medium-Range UAV/ATARS fit problem do not occur in future programs.

Status: Action in process. DOD officials state that the applicable DOD instruction will be revised so that changes to component design in the future will be coordinated with all affected parties in advance of all changes being implemented.

Battlefield Automation: Army Needs to Reevaluate Air Defense Radar Acquisition Programs

NSIAD-91-91, 05/03/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO reviewed the Army's acquisition and concurrent development of: (1) the Forward Area Air Defense System, (FAADS), an off-the-shelf ground-based sensor (GBS) radar system; (2) multirole survivable radar (MRSR), an advanced radar technology for potential multiple uses; and (3) an interim lightweight radar for its mobile light divisions.

Findings

GAO found that the Army: (1) under its FAADS GBS program, planned to acquire an off-the-shelf system to meet minimum air defense requirements and then modify the system to fully meet its requirements; (2) under its MRSR technology demonstration program, planned to develop advanced radar to

meet the requirements of multiple future air defense programs; (3) had similar production and fielding schedules for both programs; (4) did not compare FAADS GBS and MRSR costs and capabilities to determine whether one radar, or the merging of the technologies, could satisfy all of the requirements; (5) estimated that development costs for the two programs would total \$452 million; (6) projected that, while MRSR per-unit cost was higher than FAADS GBS unit cost, it would require fewer MRSR than FAADS GBS units; (7) planned to acquire the low-cost, lightweight interim system for its light divisions because of its 1990 retirement of the Forward Area Alerting Radar and the projected unavailability of FAADS GBS until 1997; (8) did not consider the lightweight radar adequate for high-intensity conflicts involving

heavy divisions, but some officials believed that the lightweight radars were more capable than the forward observers that heavy divisions used; and (9) could equip all heavy divisions with the lightweight radar for about \$39 million.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should, before entering FAADS GBS production of MRSR full-scale development, evaluate the cost-effectiveness of selecting one of those programs to meet both corps and division air defense requirements based on the demonstrations and evaluations of those systems scheduled to be completed by the end of fiscal year 1992. **Status:** Action not yet initiated.

Communications Acquisition: Army Needs to Ensure Economy in SINCGARS Radio Procurement

NSIAD-91-119, 06/21/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO reviewed the: (1) Army's dual-source acquisition strategy for the Single Channel Ground and Airborne Radio System (SINCGARS); and (2) potential impact of emerging technologies on SINCGARS quantity requirements.

Findings

GAO found that: (1) the Army plans to award a sole-source contract to prevent a break in production while another contractor completes its current contract; (2) limiting procurement of radios under the sole-source contract could provide the Army with the opportunity to later competitively buy

more of the best radios at the lowest possible price; (3) the Army believes that the dual-source acquisition strategy still remains valid, because SINCGARS quantity requirements exceeded the manufacturing capabilities of one contractor, relying on one contractor for completion of SINCGARS would delay the short-term requirement, and SINCGARS start-up costs had already

been spent; (4) the reduction of the threat in Europe resulted in a reduction in the size of SINCGARS war reserves, and reductions in the Army's quantity requirements for active forces and the continued easing of East-West tensions may lead to further reductions; (5) since the potential for cost savings from dual sourcing declines as quantities decrease, the Army may wish to reevaluate its dual-source acquisition strategy for SINCGARS; and (6) the Army believes that advances in communications and electronics technology in fiscal year 1990 could require the development of a new combat net radio.

Open Recommendations to Agencies

Recommendation: To obtain the benefits of increased competition between ITT and General Dynamics, the Secretary of Defense should direct the Secretary of the Army to limit the procurement of ITT radios under the sole-source contract to the current annual production rate of 12,000 radios.

Status: Action not yet initiated.

Recommendation: Because of the many changes that could affect the requirements for SINCGARS, the Secretary of Defense should direct the

Secretary of the Army to evaluate the impact of these changes on the requirements for the SINCGARS radio. This evaluation should address how further changes in the force structure, as well as the introduction of new technologies, could impact on the requirements of SINCGARS.

Status: Action not yet initiated.

Recommendation: If there are further reductions of SINCGARS, the Secretary of Defense should direct the Secretary of the Army to reevaluate its dual-source acquisition strategy.

Status: Action not yet initiated.

Electronic Warfare: Faulty Test Equipment Impairs Navy Readiness

NSIAD-91-205, 07/08/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO reviewed problems the Navy encountered in maintaining its electronic warfare systems.

Findings

GAO found that: (1) the Navy's test equipment inadequately verified that electronic warfare systems functioned properly while installed in aircraft; (2) since much of the Navy's electronic warfare test equipment was inoperable, lacked reliability, and had numerous defects, Navy technicians did not consistently use the equipment; (3) some test equipment needed to maintain

electronic warfare systems on two aircraft lacked the necessary components and software for operation, and as a result, Navy maintenance personnel could not effectively verify electronic warfare system readiness before deploying those aircraft; (4) test equipment the Navy used in its repair stations aboard aircraft carriers and at Naval air stations had repeated failures, was sometimes inoperable for extensive periods, and lacked the ability to detect problems quickly; (5) contrary to Department of Defense (DOD) and Navy policies requiring the development of test equipment and support for electronic warfare systems prior to their deployment, the Navy permitted test

equipment development to lag behind systems development, and failed to evaluate the adequacy of test equipment during system operational testing; and (6) test equipment for the Navy's new Airborne Self-Protection Jammer could be inadequate, unless it strengthens controls over its acquisition process.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should ensure that the Navy deploys proven test equipment with electronic warfare systems so that they can be effectively maintained.

Status: Action not yet initiated.

Defense Management: Stronger Oversight of Joint Service Imagery Processing System Needed

NSIAD-91-164, 07/26/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

GAO reviewed the Department of Defense's (DOD) management of the Joint Service Imagery Processing System (JSIPS), focusing on whether: (1) the JSIPS program kept to original cost, schedule, and performance estimates; (2) DOD and the services fully considered user requirements in JSIPS design, development, and planned testing; (3) JSIPS program decisions were appropriately coordinated with closely related imagery programs; and (4) DOD exercised adequate oversight of program activities.

Findings

GAO found that: (1) JSIPS cost, schedule, and performance estimates changed significantly, causing a funding shortfall of \$38 million and resulting in a restructuring of the contract; (2) JSIPS design and development efforts supported the individual services' needs rather than joint operations

requirements; (3) the new contract reduced the number of JSIPS units to be delivered under full-scale development from three to two, delayed the planned delivery of the second JSIPS unit by 18 months, and voided the negotiated prices of production options in the original contract; (4) JSIPS design, development, test plans, and production schedules are not coordinated with closely related systems that will gather and transmit data for JSIPS; (5) the Office of the Secretary of Defense has not developed an integrated test plan and production schedule that would be binding on the individual services and would prevent the uncoordinated fielding of mutually supporting systems; and (6) top-level DOD officials have not received adequate and independent information to address such JSIPS problems as funding shortfalls, the failure to emphasize joint requirements, poor coordination with related systems, and inadequate management oversight.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should ensure that: (1) JSIPS program funding is adequate and stable; (2) the requirements of the theater commanders in chief for joint operations are adequately considered in JSIPS development and acquisition decisions; and (3) JSIPS and interrelated programs are adequately planned and coordinated to ensure that the combined systems are fully tested and concurrently available.

Status: Action not yet initiated.

Recommendation: To overcome the services' reluctance to participate in the JSIPS program and to improve program management and oversight, the Secretary of Defense should designate JSIPS a major acquisition program subject to review by the Defense Acquisition Board.

Status: Action not yet initiated.

Battlefield Automation: Army Tactical Command and Control System Development Problems

NSIAD-91-172, 07/31/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request, GAO reviewed weaknesses in the Army's efforts to develop segments of its Tactical Command and Control System,

focusing on the: (1) All Source Analysis System; (2) Maneuver Control System; and (3) Common Hardware and Software.

Findings

GAO found that: (1) the Army plans to develop a limited All Source Analysis System with the minimum set of features that users need and add

features as it develops other versions; (2) the reduced Soviet threat and the availability of existing capabilities similar to the All Source Analysis System have eliminated the need for further procurement of the limited system; (3) although All Source Analysis System equipment can be used to help refine software and system requirements, the Army's unapproved test plan calls for software that does not meet user requirements; (4) the Army spent \$155 million to acquire Maneuver Control System equipment that does not meet its requirements; (5) the Army is rushing the Maneuver Control System's development and acquisition process to make a production decision and acquire equipment at the end of fiscal year 1992, even though the revised test and evaluation master plan is not approved and the operational test criteria are not adequately defined; and (6) although the Army cited several reasons to justify acquiring larger, transportable Common Hardware and Software computers and requiring many users that only need the less expensive, portable versions to buy the larger units, the disparity between the \$340 million increase in acquisition costs and the logistical and hardware savings, as well as other benefits, does not support the Army's position.

Open Recommendations to Congress

Recommendation: Because of the continuing weaknesses in the development of the All Source Analysis System, the Maneuver Control System, and the Common Hardware and Software computers, Congress may wish

to eliminate all funding for the development and acquisition of a limited capability All Source Analysis System.
Status: Action not yet initiated.

Recommendation: Because of the continuing weaknesses in the development of the All Source Analysis System, the Maneuver Control System, and the Common Hardware and Software computers, Congress may wish to not approve any Maneuver Control System procurement funds until: (1) specific requirements for the light divisions are defined; (2) a test plan that includes testing major software revisions prior to a production decision is developed and approved; and (3) the revised system successfully completes an operational test that demonstrates its military effectiveness.
Status: Action not yet initiated.

Recommendation: Because of the continuing weaknesses in the development of the All Source Analysis System, the Maneuver Control System, and the Common Hardware and Software computers, Congress may wish to not approve any procurement funds for the larger Common Hardware and Software computers until the Army completes needs and economic analyses that: (1) demonstrate the need to have the same capability at each unit; and (2) justify the additional investment.
Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of

the Army to stop further acquisition of the limited capability All Source Analysis System.
Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to develop and follow a test plan that will establish a baseline upon which to measure the merits of the All Source Analysis System and ensure user requirements are met before a production decision is made.
Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to ensure that: (1) the Maneuver Control System's requirements for the light divisions are defined; (2) a Maneuver Control System test plan is developed and approved for light divisions and updated and approved for heavy divisions; and (3) the new Maneuver Control System successfully completes an operational test that demonstrates its military effectiveness using the software version that is to be fielded.
Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to perform economic and needs analyses that justify the increase in Common Hardware and Software acquisition costs because units will now be required to use the transportable Common Hardware and Software computers at many locations.
Status: Action not yet initiated.

Drug Control: Impact of DOD's Detection and Monitoring on Cocaine Flow

NSIAD-91-297, 09/19/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

Background

Pursuant to a congressional request and a legislative requirement, GAO reviewed: (1) how the Department of Defense (DOD) implemented its mission as the lead agency for detecting and monitoring air and maritime drug traffic; and (2) the DOD contribution to reducing the supply of drugs entering the United States.

Findings

GAO found that: (1) DOD resources have contributed to drug seizures by expanding coverage and allowing suspects to be easily detected, monitored continuously, and handed off to law enforcement agencies; (2) DOD believes that its detection and monitoring efforts have decreased individual shipments and have effectively deterred traffickers from completing their missions; (3) DOD has not achieved its goal of fully integrating its detection and monitoring

operations with civilian agencies, since the authorizing legislation for its role does not define the DOD detection and monitoring role and clearly convey its authority to control resources or direct civilian agency operations; (4) DOD concluded that it only had consultation authority and could only integrate detection and monitoring operations when other agencies voluntarily cooperated; (5) although DOD has made progress in integrating operations with other agencies, differing military and civilian operating methods impeded joint planning; (6) in July 1991, DOD reported that it achieved improved integrated operations with other agencies by participating in a new interagency planning process; (7) despite the significant resources DOD has committed to carrying out its detection and monitoring mission, the estimated volume of cocaine entering the United States did not decrease in 1989 or 1990; and (8) enormous drug profits make

interdiction losses relatively inconsequential to drug traffickers, and the inability to efficiently detect cocaine conveyances contributed to the failure to reduce cocaine supplies.

Open Recommendations to Congress

Recommendation: Changing DOD authority to control the assets and direct the operations of civilian law enforcement agencies for detection and monitoring is unlikely to significantly reduce the flow of cocaine entering the country. Therefore, if Congress plans to increase funding for supply reduction initiatives, it may wish to consider other alternatives discussed in the National Drug Control Strategy, such as research and development for technology to aid law enforcement agencies in finding concealed cocaine.

Status: Action not yet initiated.



Defense Force Management

Issue Area Summary: Defense Force Management

Impact of GAO's Work

Collectively, the Department of Defense's (DOD) organization, units, and personnel constitute the "Total Force," which consists of more than 5.5 million civilian and military (both active and reserve) personnel and costs over \$135 billion annually. Our objective is to seek alternative ways to manage this sizable work force more efficiently, effectively, and economically.

Our recent work concentrated on four major topics: (1) manpower affordability (identifying ways defense forces could be made less costly and more affordable); (2) DOD reorganization (evaluating the implementation and the implications of the Goldwater-Nichols DOD Reorganization Act of 1986); (3) DOD human resources (identifying ways for DOD to deal effectively and fairly with its human resources during downsizing and restructuring); and (4) recruiting, training, and retention (developing ways and options to address expected new challenges in these defense programs). In addition, our efforts examining issues concerning women in the military continue due to the considerable congressional interest about the combat exclusion of women; how the services define and implement combat assignments; and the deployment of both men and women to the Persian Gulf.

Our work identified ways to reduce costs of the DOD retirement system and better manage costs associated with officer accession; assessed professional military education programs; and evaluated the adequacy of plans submitted to manage DOD's reductions of the civilian industrial work force. We also identified the impact of congressionally mandated military reductions for fiscal year 1991 on minorities and women in the military and developed a methodology and data base for performing additional assessments throughout the projected drawdown period (fiscal years 1991-1995).

Key Open Recommendations

Enlisted Forces

In January 1991, we reported on how the services manage the size and composition of their enlisted forces and their plans for implementing enlisted force reductions. We recommended that DOD (1) require the use of long-term planning targets, (2) require the services to manage more closely to planning targets and justify deviations, and (3) develop guidance on determining the level of seniority needed for each grade. DOD generally concurred with the recommendations, and it plans to revise its enlisted personnel management guidance to require the services to develop long-range personnel management objectives in such areas as grade structure, career content, and promotions. With the ongoing force reductions in DOD, these actions become particularly important and should be monitored until fully implemented. (GAO/NSIAD-91-48, see p. 81.)

In August 1991, we reported that the Air Force had revised its accessions procedures to allow all applicants to compete for any enlisted opening (except those closed to women by combat exclusion provisions) as required by the National Defense Authorization Act for Fiscal Year 1989. We also noted that certain Air Force entry screening procedures used prior to competition for specific jobs appeared to be gender-biased and eliminated women at higher rates than men. We recommended that these screening procedures be made gender-neutral. The Air Force has not yet indicated what actions will be taken. (GAO/NSIAD-91-199, see p. 87.)

Retiree Costs

In August 1990, we issued a report on the military reserve forces retirement system which cost about \$1.4 billion in fiscal year 1989. We found that members of the Ready Reserve who had the years of service required for retirement, but had not reached retirement age, were being allowed to continue their membership and earn additional credits that were used in calculating retirement pay. The estimated long-term cost of retirement credits earned by these individuals in their most recent service year could amount to about \$5.6 million. We recommended that the Secretary of Defense monitor and enforce service directives to prevent this occurrence. The Office of the Secretary of Defense is checking on the status of compliance. Additional controls, however, may be needed to enforce compliance. (GAO/NSIAD-90-152, see p. 80.)

Education and Training

In July 1991, we issued a report identifying the cost of producing officers in each of the three academies, assessing their effectiveness in producing high-quality career officers, and evaluating the effectiveness of oversight of academy management and operations. We recommended that DOD provide appropriate guidance for uniform cost reporting, improve assessment of officer accession program effectiveness, and evaluate ways of improving external oversight of academy operations. In general, DOD concurred but has not yet initiated specific actions. (GAO/NSIAD-91-79, see p. 84.)

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Opportunities To Improve the DOD Personal Property Shipping Program

NSIAD-85-10, 11/09/84 GAO Contact: Richard A. Davis, (202)275-4141

Background

GAO reviewed the Department of Defense's (DOD) Personal Property Shipping Program to identify opportunities to reduce costs and improve the efficiency of the program.

Findings

GAO found that DOD has been consolidating its personal property shipping offices and planning to automate them. However, due to a lack of coordination, the full potential for consolidation cannot be achieved and money may be spent to automate offices that should be merged with others. In addition, GAO found that, due to the delay in the development of a standardized automated system for use in managing its shipping program, many offices became frustrated and developed their own systems, which were not compatible and could not be merged

with a standardized system. On November 8, 1983, DOD issued a memorandum restricting the development of additional new systems. GAO also found that the DOD cost of storing household goods awaiting delivery has increased substantially since 1978. These costs could be reduced significantly if DOD leased storage space and provided the service in-house or used government-owned space where available, rather than having moving companies arrange space.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Assistant Secretary of Defense, Manpower, Installations, and Logistics to expedite development of a standard automated system for processing personal property shipments, while closely monitoring compliance with the November 8, 1983,

memorandum restricting independent development of systems.

Status: Action in process. The Transportation Operational Personal Property Standard (TOPS) system has been fielded and is operational at some sites. The system will not be fully operational in the continental United States until sometime in fiscal year (FY) 1992. Overseas funding has not yet been approved.

Recommendation: The Secretary of Defense should direct the Assistant Secretary of Defense, Manpower, Installations, and Logistics to integrate plans to automate the personal property shipping offices with plans to consolidate them.

Status: Action in process. The services have been directed to identify activities that can be consolidated. However, actual decisions on consolidation will not be made until the TOPS system is fully operational in FY 1992.

Reserve Components: Opportunities to Improve National Guard and Reserve Policies and Programs

NSIAD-89-27, 11/17/88 GAO Contact: Paul L. Jones, (202)275-3990

Background

GAO reviewed the Department of Defense's (DOD) reserve components' management systems and practices to determine how the services could improve management to enhance reserve force capabilities.

Findings

GAO found that: (1) DOD did not develop force mix and mission assignment guidance because it had difficulty developing the methodology; (2) DOD had problems maintaining the updated

personnel information necessary to train and mobilize the Individual Ready Reserve (IRR); (3) DOD did not know the capability of a large number of individual ready reservists, since it transferred personnel without adequate screening; and (4) no guidance existed in

key management areas to determine personnel requirements and to utilize and train personnel. GAO also found that: (1) although DOD recently took actions to improve the status of reserve component equipment, shortages still existed and were a major factor affecting capability; (2) although Congress approved funds to increase reserve equipment procurement, the services reduced the amounts they planned to use for procuring the equipment; (3) the Army Reserve had difficulty using special reserve appropriations because some of its equipment requirements did not fit into its procurement actions; (4) although DOD did not separate reserve component equipment budgets as mandated, it presented an alternative for providing oversight that would establish reserve equipment expenditure minimums; and (5) certain Army National Guard and Reserve equipment distribution practices resulted in reductions in capability of some higher-priority units. In addition, GAO found that: (1) about 277,000 selected reservists did not have the required individual skills for their positions; (2) training time limited to 38 days a year

constrained DOD from providing sufficient individual skill training; and (3) although the services had generally well-integrated financial and management information systems, they had long-standing accuracy and timeliness problems with their pay systems and slippages in their mobilization, management, and administrative information systems.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should take steps to ensure the timely development of force-mix and mission assignment decision guidance that would ensure the consistent consideration of relevant factors pertaining to the decisions. At a minimum, the guidance should address such factors as cost, capability, personnel training, and equipment requirements.

Status: Action in process. DOD has not developed the requisite guidance, but is expected to do so later in 1991.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to report to him on whether opportunities exist to expedite the integration of reserve component pay systems and the elimination of the Army National Guard's unique accounting and information systems. Also, the Secretary of the Army should report the reserve component mobilization data deficiencies as a material weakness and include plans for correcting the weakness in the fiscal year 1988 report on internal controls.

Status: Action in process. Estimated completion date: 07/92. The Army Reserve and National Guard plan to implement the Joint Service Software System in December 1991 to improve the processing of pay.

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to develop a single pay system for reserve pay.

Status: Action in process. Estimated completion date: 06/92. The Army National Guard is expected to adopt the Joint Service Software System for pay processing in December 1991.

Stars and Stripes: Inherent Conflicts Lead to Allegations of Military Censorship

NSIAD-89-60, 12/14/88 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a legislative requirement, GAO investigated allegations of censorship, news management, and command influence at the Stars and Stripes newspapers.

Findings

GAO found that: (1) institutional and cultural differences between the military and media made it difficult for the papers to simultaneously accomplish their missions to provide accurate, uncensored news and their military mission to provide mission-oriented material; (2) although the Department of Defense (DOD) revised its publications

policy in 1984 in order to help prevent censorship, the revision actually permitted greater military influence by establishing an advisory board for each paper to be chaired by the appropriate unified command's public affairs officer, and by prohibiting investigative reporting; (3) according to a panel formed by the Society of Professional Journalists, evidence of censorship and

inappropriate news management was conclusive at the Pacific Stars and Stripes, but inconclusive at the European Stars and Stripes; (4) allegations at the Pacific paper concerned attempts by military officials to influence reporting on subjects sensitive to host countries, attempts to influence Stars and Stripes personnel actions, and military unresponsiveness to reporters' inquiries; (5) most of the allegations in Europe involved external influence by commanders and their public affairs officers, who caused stories to be withheld or delayed, or were unresponsive; and (6) although 47 percent of the wire services' stories on DOD were negative, only 35 percent of the wire services' DOD stories published

in the European paper were negative, and only 27 percent were negative in the Pacific paper.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct that guidance be issued stating that: (1) Stars and Stripes shall have a civilian Editor-in-Chief whose term of office shall be fixed for a period of 3 to 5 years; (2) Stars and Stripes shall have editorial and news policy provisions that emphasize subjects of interest to the readership; (3) military officers shall not interfere with or attempt to influence news content; (4) investigative reporting is allowed; and

(5) content analyses, similar to the one GAO performed, shall be done on a periodic basis to ensure that U.S. troops in the two different parts of the world are exposed to approximately the same news from back home. Also, the new guidance should either abolish the advisory board or change its mission to help Stars and Stripes to report on news of interest to the readership. **Status:** Action in process. Estimated completion date: 03/92. Instruction 5120.4 is being replaced by a new DOD directive which should be published in 1991. Informal coordination is complete. DOD estimated issuance is December 1991 without publishing in the Federal Register and March 1992 if public comment is required.

Household Goods: Competition Among Commercial Movers Serving DOD Can Be Improved

NSIAD-90-50, 02/12/90 GAO Contact: Richard A. Davis, (202)275-4141

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) methods for procuring commercial household goods shipping and storage services for transferred personnel, focusing on how DOD: (1) solicited rates from moving companies and selected contractors; and (2) managed temporary storage required in conjunction with shipments of personal effects.

Findings

GAO found that: (1) carriers had no incentive to try to keep their bids low during the first phase of the DOD two-step procurement process, which allowed them to lower their bids during the second step; (2) carriers that bid low

during the first step received no greater reward than carriers that initially bid high and then revised their bids during the second step; (3) the DOD procurement process for international moves and the General Services Administration's procurement process for civilian moves successfully kept carriers' bids lower by using a single-step bidding system under which carriers bid against a carrier-adjusted baseline; (4) the Military Traffic Management Command (MTMC) estimated that DOD spent about \$114 million during fiscal year 1988 to temporarily store household goods and unaccompanied baggage for transferred personnel; (5) neither MTMC nor DOD compiled data about the actual costs, amount, or duration of such storage-in-transit; (6) the military services stored

shipments in transit due to housing availability delays, shipping and receiving activities' difficulty in arranging for delivery, and shipments arriving before transferred personnel; (7) DOD did not penalize carriers who delivered shipments early; and (8) improved coordination and communication between shipping and receiving activities, members, and carriers could increase the use of storage at origin, which was generally less costly than storage-in-transit.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Commander, MTMC, to replace or modify the current two-phase bidding process so that all

carriers have incentive to initially bid the lowest possible rates and the lowest bidder is rewarded for offering the lowest rate.

Status: Action in process. Estimated completion date: 05/92. MTMC has been tasked to revise its billing system to maximize competition and reward the lowest bidder for the domestic movement of military household goods shipments. It has the GAO recommendation under active consideration. Phase 1 was to have been completed February 1, 1991. It has not been completed. A new time frame will be developed.

Recommendation: The Secretary of Defense should direct the military

services to use nontemporary storage and storage-in-transit at origin to the extent possible, rather than the more costly storage-in-transit at destination.

Status: Action in process. The military services have been tasked to emphasize storage at origin to the maximum extent practical consistent with service member requirements. No firm statements to that effect have been made. Plans to include a new statement in the DOD Personal Property Regulations have not been finalized.

Recommendation: The Secretary of Defense should direct the military services to take steps to ensure better coordination and communication among

DOD shipping and receiving offices, carriers, and military members in the delivery of household goods.

Status: Action in process. Estimated completion date: 03/92. The military services have been asked to place greater emphasis on improved communication and coordination among parties involved in the movement and storage of household goods. Implementation of the Transportation Operational Personal Property System should provide a needed management tool. Plans to include a statement in the DOD Personal Property Regulations have not been finalized.

Overseas Allowances: Improvements Needed in Administration

NSIAD-90-46, 02/12/90 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a legislative requirement, GAO assessed the adequacy of military overseas housing allowances and the timeliness of cost-of-living adjustments to allowances.

Findings

GAO found that: (1) a lack of internal controls resulted in inaccurate and incomplete data to support allowance rates; (2) the rental allowance was adequate, since it was based on actual rent paid; (3) the non-rent portion of the allowance was based on inaccurate computations for utility, maintenance, and moving expenses; (4) the Department of Defense (DOD) Per Diem, Travel, and Transportation Allowance Committee did not always follow its policy for adjusting cost-of-living and

housing allowances when required; and (5) the Committee did not timely collect and use cost-of-living and housing survey data.

Open Recommendations to Agencies

Recommendation: To strengthen controls over the current data collection and analysis processes, the Secretary of Defense should require the Per Diem Committee to modernize and automate the cost-of-living adjustments analysis process to include standard statistical testing and documenting criteria used in decisionmaking.

Status: Action in process. Estimated completion date: 09/92. The availability of funds will determine the pace of progress of implementation. The Per Diem Committee has implemented

portions of the recommendation under its control. Using standard statistical testing will require additional funds.

Recommendation: The Secretary of Defense should direct the Per Diem Committee to submit a report prior to establishing a reimbursement methodology for moving-in expenses that would address the resale value of items included in the allowance, and the definition of what constitutes a reasonable expense.

Status: Action in process. Estimated completion date: 09/92. The definition of reasonable expense was established. The resale survey results are expected during fiscal year 1992. Operation Desert Storm caused a delay in collecting survey results.

Recommendation: The Secretary of Defense should direct the Per Diem Committee to develop and document uniform policies and guidance, based on standard statistical methods, to ensure that surveys are accurate, complete, and representative.

Status: Action in process. DOD is testing a new methodology for 1991 implementation.

Recommendation: The Secretary of Defense should direct the Chairman of the Per Diem Committee to evaluate the cost-effectiveness of automating the system for collecting and analyzing living patterns and retail prices and to automate the system if appropriate.

Status: Action in process. Estimated completion date: 09/92. Action is in process on prices. DOD is assessing

various alternatives for collecting and processing retail prices. One alternative being considered is contracting out prior to collecting in the field. Automation depends on the availability of funds. An interim process is being used (LOTUS).

Defense Reorganization: Roles of Joint Military Organizations in Resource Allocations

NSIAD-90-76, 06/21/90 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO examined the implementation of resource allocation provisions of the Department of Defense (DOD) Reorganization Act.

Findings

GAO found that: (1) DOD has increased the combatant commander's influence in the resource allocation process; (2) the joint strategic planning system enables the Chairman to advise the Secretary of Defense on military deficiencies identified by combatant commanders; (3) DOD has not updated its directive and instruction on the planning, programming, and budgeting system; (4)

DOD did not submit a separate budget for the combatant commanders' activities because it believed the commanders had adequate influence in the resource allocation process; (5) DOD also believed that it was not specifically required to submit a separate budget; (6) combatant commanders opposed the idea of a separate budget proposal for their activities; and (7) DOD has set aside \$50 million for combatant commanders.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should update the DOD directive and instruction on the

planning, programming, and budgeting system to reflect existing practices.

Status: Action in process. DOD is in the process of updating the DOD directive and instruction. Responsibility for the revision was transferred to the Comptroller, DOD. The Comptroller's first coordination was completed in August 1991 and issuance is expected by the end of 1991.

Recommendation: The Chairman, Joint Chiefs of Staff, should then update his guidance to correspond to the Secretary of Defense's guidance and current practices.

Status: Action in process. The Joint Chiefs of Staff will update once DOD policy guidance is updated.

Reserve Forces: Opportunity to Reduce Pension Costs

NSIAD-90-152, 08/03/90 GAO Contact: Paul L. Jones, (202)275-3990

Background

GAO reviewed the military forces retirement system to identify potential areas of cost reduction, focusing on members of the Ready Reserve who received additional retirement credits even though they did not meet the minimum required participation levels.

Findings

GAO found that: (1) some military forces were not transferring retirement-eligible Ready Reserve members earning less than 50 points a year to an inactive or retired status, as required by Department of Defense (DOD) policy; (2) in 1980, DOD suspended a directive requiring reservists to maintain a

minimum level of participation or be transferred, but the Army did not comply with the directive after DOD lifted the suspension; (3) some Navy and Air Force reservists who did not meet the minimum level of participation were not transferred to an inactive or retired status; (4) as of September 30, 1989, almost 6,000 reservists had earned less than the required 50 points in each of their 2 most recent service years; (5) in total, those reservists received almost 149,000 retirement points in their most recent service years; (6) such points could increase long-term retirement costs by about \$5.6 million, based on the approximate value of points as of January 1, 1990; and (7) in some services, the average number of retirement points

reservists received was not much greater than the 15 gratuitous membership points, indicating that most of those personnel were essentially inactive.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should monitor and enforce service compliance with DOD Directive 1200.15, which provides that any member eligible for retirement who earns less than 50 points in 1 year be transferred to an inactive status.

Status: Action in process. Estimated completion date: 03/92. The Office of the Secretary of Defense is following up the current status of compliance.

Consulting Services: Role and Use in Acquiring Three Weapon Systems

NSIAD-90-119, 08/20/90 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) use of consulting services in acquiring three weapon systems, focusing on: (1) how DOD contractors used consultants; and (2) whether consultants worked for both the government and defense contractors on weapon systems and, if so, whether any conflicts of interest existed.

Findings

GAO found that: (1) from 1984 through 1989, the Army obligated at least \$9 million in consulting services for the Fiber Optic Guided Missile; (2) from 1983 through 1989, the Navy obligated \$18 million in consulting services for the V-22 aircraft; (3) during fiscal years 1987 and 1988, the Air Force contracted for consulting services to support the Peacekeeper Rail Garrison project; (4) the Air Force did not separately identify the amount it obligated for consulting services; (5) 3 of the 6 defense

contractors GAO reviewed retained 18 consultants to advise them on dealing with DOD; (6) 4 of the 6 contractors used 40 additional contractors to obtain more technical services; (7) there were no conflicts of interest in the three instances it identified where consultants worked for both the government and a defense contractor on matters related to the same weapon systems, but one contractor did not comply with its contract's conflict-of-interest provisions; (8) the Army and Air Force did not classify consulting services for one Fiber

Optic Guided Missile contract and seven Rail Garrison project contracts and did not designate commands to manage those systems; and (9) the services had differing interpretations of what constituted advisory and assistance services and inaccurately identified consulting services in their budget submissions to Congress.

Open Recommendations to Agencies

Recommendation: To improve DOD identification and reporting of contracted assistance and advisory services (CAAS), the Secretary of Defense should review and clarify existing guidance on CAAS to preclude

differing interpretations among the military services.

Status: Action in process. DOD concurred with the recommendation and is implementing Office of Federal Procurement Policy letter 89-1. Action is expected to be completed in late 1991.

Recommendation: To improve DOD identification and reporting of CAAS, the Secretary of Defense should direct DOD and component CAAS directors to strengthen their review procedures to ensure that the services accurately report CAAS budget data.

Status: Action in process. DOD agreed with the recommendation and is implementing the CAAS management plan. Comments on the revised CAAS

directive are due in October 1991 and action is estimated to be completed at the end of 1991.

Recommendation: To improve DOD identification and reporting of CAAS, the Secretary of Defense should direct the Secretaries of the Army, Navy, and Air Force to review and, where necessary, develop or revise component instructions and procedures to ensure that CAAS are accurately identified and entered into the accounting systems.

Status: Action in process. The action plan for CAAS was approved in July 1990. The implementation plan is to be completed at the end of 1991.

Enlisted Force Management: Past Practices and Future Challenges

NSIAD-91-48, 01/22/91 GAO Contact: Paul L. Jones, (202)275-3990

Background

GAO reviewed the Department of Defense's (DOD) management of enlisted forces, focusing on how the Army and Air Force: (1) managed the size and composition of their enlisted forces; (2) planned for enlisted force reductions; and (3) complied with enlisted force management requirements.

Findings

GAO found that the Air Force and Army: (1) used a variety of tools to manage the size and composition of their enlisted forces, including promotions, retention, and retraining; (2) between fiscal years (FY) 1987 and 1990, reduced the number of personnel recruited and accelerated the release of members already scheduled to leave the service;

(3) in anticipation of the potential need for significantly larger future force reductions, planned to expand the range of force management tools to include controlling reenlistment levels and tightening the enforcement of standards; (4) planned to examine the impact of various force reduction levels on the enlisted force; (5) generally complied with most DOD enlisted force management requirements between FY 1986 and 1989; and (6) exceeded the planning target for enlisted career personnel with more than 4 years of service, mainly due to growth in enlisted seniority. GAO also found that, although DOD attempted to constrain the growth in enlisted career personnel by reducing service budgets through the budget review process, it failed to establish

criteria for identifying the level of seniority needed.

Open Recommendations to Agencies

Recommendation: To improve the management of enlisted personnel, the Secretary of Defense should require the use of the objective force as a more stable, long-term target.

Status: Action in process. As of January 16, 1991, DOD established specific policy objectives and controls for achieving the reductions in strength in terms of officer and enlisted personnel management. DOD believes that these objectives provide a balance between mission requirements and personnel and fiscal considerations. DOD plans to evaluate

these measures and alternative policies before revising DOD Directive 1304.20.

Recommendation: To improve the management of enlisted personnel, the Secretary of Defense should require the services to manage their enlisted personnel more closely to the program objective force target, particularly with regard to the career force, and provide written justification when deviations are necessary.

Status: Action in process. The drawdown policy objectives and controls of January

16, 1991, state that the services will be expected to justify any significant changes from established inventory objectives. However, there is no requirement that the justifications be written, as the recommendation stated. Internal control standards would require written documentation for such management decisions.

Recommendation: To improve the management of enlisted personnel, the Secretary of Defense should develop

guidance on how to determine the level of seniority needed.

Status: Action in process. The drawdown policy objectives and controls of January 16, 1991, require the services to prepare plans that specifically establish the accession level, the percent years of service 1-6 level, the percent years of service 7-20 level, and the percent years of service 20+ level to sustain requirements with the established FY 1995 end strength.

Reserve Components: Factors Related to Personnel Attrition in the Selected Reserve

NSIAD-91-135, 04/08/91 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO examined enlisted personnel retention in the Selected Reserve, focusing on the causes and extent of personnel turnover and attrition.

Findings

GAO found that: (1) personnel losses in the Selected Reserve for fiscal year (FY) 1988 totalled 220,909, with attrition rates ranging from 11 percent of Air National Guard reservists to 30 percent of Army reservists; (2) transfers to individual ready reserve units made up the largest category of losses in the Selected Reserve; (3) while nonprior service personnel accounted for 42 percent of enlistments in FY 1988, they constituted 61 percent of overall losses in the Selected Service; (4) the loss of nonprior service reservists represented a direct cost to reserve components for recruitment and training; (5) although the Department of Defense (DOD)

distinguished between losses to the total force and realignments within the force, all losses affected the Selected Reserve; (6) the lack of accurate information hampered DOD attrition management; (7) job conflicts, dissatisfaction with training and enlistment terms, and delayed receipt of reserve pay contributed to attrition; (8) mismatches between reservists' primary speciality and their duty specialty was strongly related to attrition; (9) DOD lacked a uniform policy for dealing with reservists who failed to honor their obligation to participate in training; and (10) DOD and various reserve components designed several initiatives to reduce attrition and improve reserve retention, but other opportunities existed to increase personnel retention.

Open Recommendations to Agencies

Recommendation: To help to properly manage attrition, even in an era of

likely force reductions, the Secretary of Defense should direct the services to examine the nature and extent of potential ramifications associated with their reliance on nonprior service recruits to meet manpower requirements.

Status: Action not yet initiated.

Recommendation: To help to properly manage attrition, even in an era of likely force reductions, the Secretary of Defense should develop common, uniform measures of attrition for all services that provide more appropriate and usable data for decisionmakers on losses in the Selected Reserve than the current overall loss rates.

Status: Action not yet initiated.

Recommendation: To help to properly manage attrition, even in an era of likely force reductions, the Secretary of Defense should improve the accuracy of the Reserve Component Common Personnel Data System.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should test, with selected units of the Selected Reserve, whether there are more effective options than the current 1 drill weekend a month and 2 weeks of annual training schedule that would make reserve training more flexible, while still meeting training requirements.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should test, with selected units of the Selected Reserve, whether it is possible to pay reservists at the end of their drill period as a means to improve attendance and reduce nonparticipation.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should test a revised enlistment/reenlistment bonus program for reservists and National Guard members to shift bonus payments to monthly installments, with special bonuses for completion of each year of added satisfactory participation.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretaries of the Army and Air Force to establish procedures that will identify vacant positions in other National Guard and reserve components when no positions exist in the reservist's own component.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to establish a relocation program to assist relocating reservists to find unit positions near their new place of residence.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should develop a uniform policy for dealing with nonparticipating reservists that recognizes that reservists are part-time volunteers and provides for standard disposition procedures.

Status: Action not yet initiated.

Navy Training Safety: High-Risk Training Can Be Safer

NSIAD-91-112, 06/26/91 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO reviewed selected Navy high-risk training courses, focusing on the Navy's efforts to improve training safety.

Findings

GAO found that: (1) although the Chief of Naval Education and Training (CNET) took a number of steps to improve internal controls after the death of an airman recruit during a high-risk training course, internal control weaknesses continued to exist in such courses; (2) significant weaknesses existed involving student and instructor screening, processing controls for students with medical problems, trainer evaluations, and the course critique system available to students; (3) most problems resulted from inadequate implementation of CNET policies, rather

than inadequacies in such policies; (4) the Navy lacked adequate oversight of high-risk training to ensure student and instructor safety; (5) five of the eight training activities visited lacked adequate mishap reporting systems, and authorities responsible for analyzing such mishaps failed to do so; (6) while the Navy took steps to improve safety reviews and policies, it still conducted unsafe and unapproved training exercises; (7) the Navy established the Training Performance Evaluation Board to systematically monitor and evaluate all high-risk training; (8) the Navy shortened its curriculum at two surface rescue swimmer schools despite strong opposition and concerns that a shortened course would compromise safety and increase the risk of training injuries; and (9) the shortened course resulted in increased attrition due to more demanding schedules and reduced

students' ability and proficiency in rescue techniques.

Open Recommendations to Agencies

Recommendation: The Chief of Naval Education and Training should explore the development of psychological screening devices for all students and instructors in high-risk training to determine their suitability to participate in that training.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Education and Training should enforce and monitor administrative processing controls aimed at ensuring that a student determined to be medically unqualified for high-risk training cannot reenter training until cleared by proper medical authorities.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Education and Training should enforce compliance with CNET requirements to evaluate instructors of high-risk courses quarterly and require training commands to increase the coverage of their nonclassroom activities in their instructor evaluations.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Education and Training should revise student critique form requirements to ensure that the forms used in all high-risk training courses are unbiased, ask specific rather than general questions, solicit student feedback on nonclassroom activities, individual instructors, and unsafe training conditions or practices, and can be completed anonymously.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Operations should direct fleet commanders to adhere to the minimum requirements specified in the Catalogue of Navy Training Courses when sending personnel to high-risk training courses, and that they send only volunteers to those courses.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Operations should strengthen the role of the Naval Safety Center by requiring training commands to report all high-risk training mishaps that occur in individualized and specialized training and require any type of trained medical attention, regardless of training or work time lost, to the center.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Operations should strengthen the role of the Naval Safety Center by requiring the center to devise a system to analyze high-risk training mishaps for causes and trends and to share the results of those analyses on a regular basis with the Chief of Naval Education and Training.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Education and Training should require subordinate commands to: (1) keep thorough and accurate records of all high-risk training mishaps; (2) evaluate them for trends that may indicate unsafe training policies, practices, or equipment; (3) initiate corrective actions when trends indicate they are warranted; and (4) regularly report

results of mishap analyses and corrective actions to senior commands.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Education and Training should have the pool competency drill conducted in the SEAL training examined by medical diving experts to determine the reasons for the relatively high incidence of shallow-water blackouts and revise procedures to reduce the risk of those incidents.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Education and Training should direct that any exercises that do not contribute to training objectives, particularly those that appear to involve unacceptable risks, be discontinued, and that all high-risk training evolutions be included in the course curriculum and approved by higher authority before they are conducted.

Status: Action not yet initiated.

Recommendation: The Chief of Naval Education and Training should reconsider the decision to shorten the surface rescue swimmer course.

Status: Action not yet initiated.

DOD Service Academies: Improved Cost and Performance Monitoring Needed

NSIAD-91-79, 07/16/91 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO reviewed the management and the operations of three Department of Defense (DOD) service academies, focusing on the: (1) academies' cost-reporting systems; (2) academic

programs; (3) assignment, performance, and retention of academy graduates; and (4) effectiveness of external oversight.

Findings

GAO found that: (1) in fiscal year (FY) 1989, the reported costs per graduate were \$228,500 at the Military Academy, \$153,200 at the Naval Academy, and \$225,500 at the Air Force Academy, and

were 3 to 4 times more expensive than the average cost per graduate from the Reserve Officer Training Corps scholarship program and 8 to 15 times more expensive than an Officer Candidate School or Officer Training School graduate; (2) since no uniform guidance existed regarding academy cost-reporting, academies' financial reports were erroneous and did not include all relevant costs, resulting in an understatement of costs by a total of about \$37 million for FY 1989; (3) many military instructors at the academies lacked the academic credentials and the teaching experience of their civilian counterparts at comparable institutions; (4) the military status of instructors made them subject to duty rotation, contributing to continuous faculty turnover and an annual influx of inexperienced teachers; (5) the considerable time demands of military and physical training left students with inadequate time to pursue academic excellence; (6) although academy graduates tend to stay in the service longer and progress at a faster rate than other officers, less than half of the academy graduates stayed in the service for a full career, and were represented in disproportionate numbers at flag

rank; and (7) DOD and the services lack an effective system for overseeing academy management and operations.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Comptroller, Office of the Secretary of Defense (OSD), to assist the academies in developing appropriate guidance for uniform reporting of all costs that the academies incur.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the academies to annually report their staffing levels and capital investment costs in addition to their operating costs and cost-per-graduate.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the academies to report what they are doing to address the issues of faculty credentials, faculty turnover, and student time demands.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the services to develop the means to assess the effectiveness of the academies' programs. Program effectiveness measures would also be applicable to the other officer commissioning programs.

Status: Action not yet initiated.

Recommendation: To strengthen the oversight of the service academies, the Secretary of Defense should evaluate alternative means of providing external oversight and advice to the academies.

Status: Action not yet initiated.

Recommendation: To strengthen the oversight of the service academies, the Secretary of Defense should establish a focal point within OSD to routinely monitor the academies from a DOD perspective.

Status: Action not yet initiated.

Recommendation: To strengthen the oversight of the service academies, the Secretary of Defense should direct the service secretaries to ensure that audit agencies and inspectors general give more frequent attention to the service academies.

Status: Action not yet initiated.

Naval Academy: Low Grades in Electrical Engineering Courses Surface Broader Issues

NSIAD-91-187, 07/22/91 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO investigated two incidents occurring at the U.S. Naval Academy's electrical engineering department, focusing on the effect on faculty of the: (1) removal of the chairman of that department; and (2) decision to

administer a final examination that may have been compromised.

Findings

GAO found that: (1) after almost half of midshipmen received unsatisfactory grades in introductory electrical

engineering courses for nonmajors, the academic dean advised faculty to raise the grades in those courses; (2) the academic dean, citing a need for new leadership to improve student performance, removed the chairman of the department after he refused to raise grades; (3) the superintendent, citing his

faith in the honor system, did not allow the faculty and the academic dean to delay a final examination after break-ins occurred in two faculty members' offices; and (4) there was no evidence of mass cheating on the examination. GAO also found that: (1) faculty members felt that the administration had improperly infringed on their role in academic matters; (2) the academic dean accepted a faculty-written policy statement supporting faculty autonomy in awarding grades; (3) some faculty members expressed concerns that the grades they gave could affect tenure decisions and performance ratings; (4) in response to the low grades in introductory electrical engineering courses, the academy shifted some first-semester course material for nonengineering majors to the second-semester course, deleted some material from the second-semester course, used an easier textbook, reduced the number of homework problems, and composed final examinations exclusively of previously assigned homework problems;

and (5) it could not determine whether the higher grades obtained since those changes resulted from the lessened course difficulty and lenient grading practices.

Open Recommendations to Agencies

Recommendation: The Secretary of the Navy should direct the Chief of Naval Operations to determine whether the implementation by the various officer commissioning programs of the minimum professional core competencies in electricity and electronics are consistent and comply with the guidance.

Status: Action not yet initiated.

Recommendation: The Secretary of the Navy should direct the Superintendent of the Naval Academy to explore the potential for satisfying the required minimum competency in electricity and electronics with other courses already in the core curriculum.

Status: Action not yet initiated.

Recommendation: The Secretary of the Navy should direct the Superintendent of the Naval Academy to conduct a more systematic evaluation of the effectiveness of the initiatives implemented to improve the performance of midshipmen in the introductory electrical engineering courses.

Status: Action not yet initiated.

Recommendation: The Secretary of the Navy should direct the Superintendent of the Naval Academy to conduct an evaluation of the emphasis placed on academic activities in relation to military and physical activities. Such an evaluation should at a minimum include a review of the adequacy of study time and a review of the placement of extra instruction in the order of priorities outlined in the Midshipmen Regulations to ensure that they reinforce the Academy's emphasis on academics.

Status: Action not yet initiated.

Defense Force Management: The 1990 Reduction-in-Force at the Mare Island Naval Shipyard

NSIAD-91-306, 08/30/91 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO evaluated the reduction-in-force (RIF) at the Mare Island Naval Shipyard, focusing on: (1) the reasons for RIF; (2) its impact on women and blacks; (3) the appropriateness of using separate job categories for nuclear and ocean engineering work; and (4) the layoff rates for white-collar positions versus blue-collar positions.

Findings

GAO found that: (1) because of its diminishing work load, Mare Island requested authority to reduce its work force; (2) between January and September 1990 about 900 employees retired or transferred from Mare Island; (3) due to RIF, Mare Island laid off 444 employees based on its selection of positions for elimination and application of RIF retention factors; (4) Mare Island did not recognize that RIF would have a disproportionate impact on women and

blacks until after layoff notices were issued, at which time it took steps to retain or rehire some minorities who had lost their jobs; (5) Mare Island could not carry out the Department of Defense's (DOD) required equal employment opportunity impact analysis, since the Navy did not issue the implementing instructions until 1 month after RIF, and the instructions included little guidance on how to interpret and use the analysis; (6) since Mare Island used separate competitive

levels for ocean engineering and nuclear positions, about 50 employees who could have competed for such positions were dismissed; (7) the layoff rate for women was 2.7 percent greater than the layoff rate for men and the layoff rate for blacks was about 4.8 percent greater than the layoff rate for other employees; and (8) most employees laid off were blue-collar employees, but the ratio of blue-collar workers to white-collar workers after RIF was consistent with the ratio that existed in January 1990.

Open Recommendations to Agencies

Recommendation: The Secretary of the Navy should develop and issue guidance to Navy activities on how to interpret and use the equal employment opportunity impact analysis, submit such guidance to the Assistant Secretary of Defense for Force Management and Personnel as requested in his May 1990 memorandum, and monitor all activities experiencing reductions-in-force to

ensure timely and effective implementation of the guidance.
Status: Action not yet initiated.

Recommendation: The Secretary of the Navy should direct activities undergoing reductions-in-force to maximize opportunities under the regulations for employees with higher retention factors to qualify and compete for jobs in separate competitive levels with unique requirements.
Status: Action not yet initiated.

Women in the Military: Air Force Revises Job Availability but Entry Screening Needs Review

NSIAD-91-199, 08/30/91 GAO Contact: Paul L. Jones, (202)275-3990

Background

Pursuant to a congressional request, GAO assessed whether the Air Force enlisted accession program was gender-neutral.

Findings

GAO found that: (1) the Air Force replaced separate male and female job lists with a single job list that can be accessed by both male and female applicants seeking job commitments from the Air Force; (2) the Air Force has retained the capability to apply gender

limits to respond to changes in the impact of the combat exclusion law without having to redesign the computer-based job list system; (3) there was no written policy guidance requiring specific authorization from Air Force Headquarters before gender-based job limits could be established; (4) the Air Force designated the Policy Division of the Air Force Directorate of Personnel as the decisionmaking authority for the activation of gender-based job limits; and (5) tests used by the Air Force to screen applicants measure applicants' prior knowledge in subject areas that have a

strong gender association eliminate female applicants at a higher rate than male applicants.

Open Recommendations to Agencies

Recommendation: The Secretary of the Air Force should ensure that Air Force policy and procedures associated with the current four composite scores used to screen applicants before they compete for specific jobs are gender-neutral.
Status: Action not yet initiated.



Logistics

Issue Area Summary: Logistics

Impact of GAO's Work

Logistics support is critical to the effective operations of the armed services. Our logistics work seeks ways to promote greater efficiencies in the Department of Defense's (DOD) long-standing logistics processes and practices. Our work involves evaluating DOD logistics operations of the Departments of the Army, Navy, and Air Force, and the Defense Logistics Agency (DLA).

Our major focus for fiscal year (FY) 1991 was on the supply system, an area highly susceptible to fraud, waste, and abuse. We also placed particular emphasis on inventory requirements and reduction efforts; excess property disposal; and supply, transportation, and maintenance activities in support of Operations Desert Shield and Desert Storm. In addition, we evaluated commercial logistics practices for aircraft engines and medical materials that might be applicable to improving DOD's systems.

The defense authorization bill for FY 1991 requires GAO to provide information on DOD's base closures and realignments. As required, we evaluated the analysis used by DOD to identify bases for closure and realignment. We also evaluated the DOD's Humanitarian Assistance under which certain excess defense material can be donated for humanitarian purposes.

Our inventory management work and review of base closings and realignments resulted in significant monetary benefits during FY 1991. In addition, our 26 reports and 3 testimonies provided the Congress and DOD with data about weaknesses in logistics operations and recommendations for changes that will bring about improved efficiency and substantial monetary benefits.

Key Open Recommendations

DOD actions are required to implement the following key recommendations that will improve logistics management and make logistics operations more cost efficient.

Our report on ship and submarine inventory items recommended that the Secretary of the Navy require item managers to retain summary data on major items showing the basis for each item's recent procurement and events affecting the item. (GAO/NSIAD-90-111, see p. 95.)

Our report on DOD's inventory of aircraft parts recommended that the Secretaries of the Air Force and the Navy improve management practices that have contributed to the growth in unrequired stocks. (GAO/NSIAD-90-100, see p. 94.)

Also, we recommended that the Secretary of Defense continue to identify unrequired inventory and direct the Secretary of the Air Force to cancel increases in the approved force acquisition objective. (GAO/NSIAD-90-100, see p. 94.)

In our report on DLA's management of procurement leadtimes, we recommended that the Director, DLA, set some standard time frames for key administrative leadtime events, develop reliable information on the actual time taken for such events, and then compare standards with actual times to remove unusual events in forecasting leadtimes. (GAO/NSIAD-90-124, see p. 96.)

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Management Review: Follow-Up on the Management Review of the Defense Logistics Agency

NSIAD-88-107, 03/28/88 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

GAO assessed the Defense Logistics Agency's (DLA) actions in response to 16 GAO recommendations for improving management controls and effectiveness.

Findings

GAO found that DLA: (1) completed actions in response to seven recommendations and has actions underway in response to nine; and (2) could further improve the steps it has already taken to improve strategic and mobilization planning and management controls. GAO also found that: (1) DLA did not identify the resources necessary for strategic, mid-, and short-range planning; (2) the services disagreed over

the types of items to include in mobilization requirements, which delayed plan revisions; (3) field activity reports of potential contractor overpayments included incomplete data; (4) program offices did not provide managers with the data needed to assess their effectiveness in reducing the growth of nonstandard parts in its inventory; (5) DLA lacked actual cost data for its existing automatic data processing operations to make the appropriate cost-benefit and other financial decisions related to its modernization program; (6) DLA did not centralize management control over its information resources activities; and (7) DLA continues to work on improving its weapon system support and its productivity program.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should ensure that DLA regional offices make accurate and complete reports about possible overpayments to contractors.

Status: Action in process. DLA has implemented two mechanized programs to assist in detecting possible overpayments to contractors. It is also redesigning the payment system used by Defense Contract Administrative Service regions to allow upfront validation of new transactions. Planned completion of this system has slipped to late 1991.

Procurement: Department of State Should Be Competing Many Sole-Source Contracts

NSIAD-89-6, 01/24/89 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the Department of State's sole-source contract awards to determine whether State: (1) should have sought competitive procurement; (2) complied with key federal regulations; and (3) properly reported its procurement data to the Federal Procurement Data Center.

Findings

GAO found that State: (1) should have sought competitive procurement for eight of nine sole-source contracts awarded for periods ranging from several years to 30 years; (2) should have sought competition for six contracts for medical personnel services and one for automatic data processing support services; (3) reports to the Federal Procurement Data Center were

incomplete, inaccurate, and unreliable; (4) did not maintain key internal controls to promote competition and limit unjustifiable sole-source contracts; (5) failed to develop a central computer data base to collect and report its procurement data; (6) did not maintain a required payment file on each contract to ensure proper payments and provide supporting documentation for each contract; and (7) inaccurately

documented 17 of 21 recently awarded contracts.

Open Recommendations to Agencies

Recommendation: The Secretary of State should direct the Under Secretary for Management, in coordination with

the Assistant Secretary for Administration, the Comptroller, and the Procurement Executive, to develop and implement an automated system to collect, maintain, and report to the Federal Procurement Data Center accurate data on all State procurement actions, as required by procurement regulations.

Status: Action in process. The Office of the Procurement Executive is planning for a worldwide database reporting system. Implementation is planned for late 1991 or 1992. GAO is reviewing the procurement corrective action plan and will issue a report in late 1991.

Defense Inventory: Growth in Air Force and Navy Unrequired Aircraft Parts

NSIAD-90-100, 03/06/90 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed Department of Defense (DOD) aircraft parts inventories, focusing on the causes of unrequired inventory growth and how to minimize it.

Findings

GAO found that: (1) the Air Force's unrequired aircraft parts inventories increased 204 percent between 1980 and 1988, from \$9.2 billion to \$28 billion; (2) overstated use rates caused 31 percent of unrequired stock growth; (3) an increase in economically reparable items accounted for 16 percent of unrequired stocks; (4) recent reductions in Air Force war reserve requirements produced 10 percent of unrequired stocks; (5) improvements in parts reliability accounted for 8 percent of unnecessary stocks; (6) the Air Force and the Navy were not effectively identifying and terminating orders for unrequired items; (7) the Air Force's overestimated procurement lead times for 5 of 29 unrequired items contributed to the growth of unnecessary inventories; (8) for 3 of 22 items, the Navy procured

quantities that exceeded economic order requirements; (9) DOD and Air Force reporting initiatives to reclassify some unrequired items as required items could hinder the identification of unrequired stock; (10) the Air Force's aircraft parts inventories were growing beyond current year and wartime requirements; and (11) the Air Force's spending guidelines encouraged earlier purchases, multi-year contracts, and discounted quantity buys, thereby increasing the likelihood of unrequired stock growth.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretaries of the Air Force and Navy to improve procurement management practices that have contributed to the growth in unrequired stocks. Specifically, the Secretary of the Air Force should stop the practice of initiating purchase requests earlier than required.

Status: Recommendation valid/action not intended. DOD disagrees with the GAO recommendation, asserting that GAO does not understand the relationship between the purchase

request initiation date, the need date, the order placement date, and the delivery date.

Recommendation: The Secretary of Defense should direct the Secretaries of the Air Force and Navy to improve procurement management practices that have contributed to the growth in unrequired stocks. Specifically, the Secretary of the Navy should stop the practice of buying more than the economic order quantity (EOQ), unless there is such specific justification in each case as a quantity discount which more than offsets additional holding costs.

Status: Recommendation valid/action not intended. DOD agrees that EOQ should be the baseline for determining target order quantities, but disagrees that EOQ should always be used.

Recommendation: The Secretary of Defense should separately identify unrequired inventory that was obtained in the best interest of the government to ensure that such inventory is properly classified.

Status: Action in process. Unrequired inventory that was acquired in the best

interest of the government will be identified in the DOD Stratification Improvement Program, and future policy will be documented in consolidated policy guidance, now estimated for late 1991.

Recommendation: The Secretary of Defense should separately identify assets that are uneconomical to repair and modify DOD regulations to ensure consistent treatment by the military services.

Status: Action in process. The DOD Stratification Improvement Program and revised policy guidance will address the issue of identifying assets that are uneconomical to repair and ensure consistent treatment. Action is expected to be completed in late 1991.

Recommendation: The Secretary of Defense should continue to identify unrequired inventory as such and direct the Secretary of the Air Force to cancel efforts to increase the approved force

acquisition objective to include an additional year of requirements. Such a change would mean that inventory managers would not have to consider terminating orders that could have been terminated under current criteria.

Status: Recommendation valid/action not intended. DOD disagreed with the recommendation, asserting that the purpose of adding the extended year is not to change or add requirements, but to avoid terminating contracts for items that will be needed in the future.

Defense Inventory: Growth in Ship and Submarine Parts

NSIAD-90-111, 03/06/90 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the Navy's ship and submarine secondary item inventories, focusing on: (1) the reasons for unrequired inventory; (2) opportunities for minimizing the acquisition of unrequired stock; and (3) inactive inventory items.

Findings

GAO found that: (1) requirement and demand changes resulted in about \$900 million of unrequired inventory; (2) the Navy's fleet modernization efforts, which included replacing and phasing out equipment and ships, resulted in about \$1.7 billion of unrequired inventory; (3) the Navy could not explain why about \$1.2 billion in inventory was unrequired; (4) the Navy does not systematically notify inventory control points that items are obsolete; (5) in 1988, the Navy eliminated only about 1,500 items under the Defense Inactive Item Program and 3,200 items under a special project; (6) 30,600 of the Navy's 183,000 inventory items met the Navy's criteria for

elimination; and (7) the Navy spent approximately \$24 million a year to store and manage questionable inventory items.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to require item managers to retain summary data on major items showing the basis for each item's most recent procurement and events affecting the item.

Status: Action in process. Estimated completion date: 12/94. The Navy planned to incorporate collection of summary data on major items as part of its automatic data processing (ADP) modernization. However, because of Office of the Secretary of Defense efforts to establish a uniform system for the services, the Navy's effort has been delayed.

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to establish procedures to

inform inventory control points about systems being phased out or replaced, require that inventory records be coded to identify the items, and ensure that purchases of such items are made only for immediate needs.

Status: Action in process. Estimated completion date: 12/94. The Navy is developing guidance for managing systems with decreasing demands. The Navy stated that the problem will be corrected with its ADP modernization in fiscal year 1994. However, Navy officials told GAO that the modernization effort may be delayed or cancelled.

Recommendation: The Secretary of Defense should expand the Defense Inactive Item Program criteria to allow classifying items as inactive so that more items with little potential for future use can be evaluated.

Status: Action in process. Options to correct problems with the Defense Inactive Item Program will be considered at the next DOD Inactive Item Steering Committee meeting.

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to begin systematically identifying and evaluating all inactive

ship and submarine items, and to eliminate those with no potential for future use.

Status: Action in process. Estimated completion date: 12/95. The Navy has initiated a revised retention program which was authorized by DOD.

Defense Inventory: Defense Logistics Agency Needs to Better Manage Procurement Leadtimes

NSIAD-90-124, 05/02/90 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO evaluated the Defense Logistics Agency's (DLA) controls over procurement leadtimes, focusing on whether DLA had adequate management controls to ensure that leadtime estimates were appropriate to support mission requirements.

Findings

GAO found that: (1) DLA did not implement adequate controls to manage and minimize procurement leadtimes as the Department of Defense (DOD) directed; and (2) DLA took measures to reduce its contract award times but, since it did not obtain the best delivery times from contractors, it did not reduce its production and delivery times.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Director, DLA, to conduct periodic, objective, and comprehensive management reviews at the supply centers to ensure that all center directorates involved with leadtime comply with applicable DOD procurement leadtime policies and procedures.

Status: Action in process. Headquarters (HQ) DLA is reviewing supply center procedures and initiatives to minimize and accurately forecast leadtimes.

Recommendation: The Secretary of Defense should direct the Director, DLA, to set sound standard time frames for key administrative leadtime events, develop reliable information on the

actual time taken for such events, and then compare standards to actual times to remove unusual events in forecasting leadtimes.

Status: Action in process. HQ DLA is reviewing supply center criteria and practices for identifying non-representative buy situations and will develop consistent agency-wide guidelines.

Recommendation: The Secretary of Defense should direct the Director, DLA, to use only actual delivery dates to forecast procurement leadtimes unless they are not available or are considered unrealistic.

Status: Action in process. Supply center parameters and procedures for reviewing leadtime updates are under evaluation to develop consistent agency-wide guidelines.

Information Security: Disposition and Use of Classified Documents by Presidential Appointees

NSIAD-90-195, 09/28/90 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed federal agencies'

arrangements to provide former presidential appointees access to

classified documents related to their service.

Findings

GAO found that: (1) the Department of State's procedures and arrangements with the National Archives and Records Administration for providing a former Secretary of State access to classified materials generally complied with the regulations; (2) State corrected problems involving its inventory of top-secret documents, assignment of document control numbers, and unauthorized storage of classified documents; (3) the Department of Defense's arrangements with the Library of Congress for providing a former Secretary of Defense with access to classified materials did

not comply with regulations and had several control weaknesses; and (4) despite control weaknesses involving a lack of documentation and who had the right to control access, there was no evidence that national security information was actually compromised.

Open Recommendations to Agencies

Recommendation: The Director, Information Security Oversight Office, should issue guidance that more clearly specifies the controls needed over classified materials made available to

former presidential appointees. In particular, the guidance should ensure that agreements for access by former presidential appointees do not include provisions that could compromise government control.

Status: Action in process. Estimated completion date: 09/94. The Information Security Oversight Office is drafting a revised Executive Order 12356 that is expected to provide for adequate control over access to appointees' papers.

Defense Inventory: New York Army National Guard Weapons Parts

NSIAD-91-28, 11/30/90 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the New York Army National Guard's controls over small-arms parts.

Findings

GAO found that: (1) Army regulations permitted small-arms repairers to determine the repairs and parts needed, perform the repairs, inspect the results of their own work, and dispose of used parts; (2) the Army did not require accountability for repair parts after issuing them from the warehouses to the maintenance shops; (3) the Army did not document or investigate discrepancies in shop stock inventory; (4) the Army did not apply inventory accuracy standards to effectively control inexpensive small-arms parts; (5) unauthorized individuals could easily access and manipulate the Standard Army Maintenance System; (6)

Army regulations did not require strict management of the repair process or strong controls over repair parts, and physical security was inadequate to protect repair parts; and (7) following the arrests of former guardsmen for theft of small-arms parts, the Guard made changes to prevent further thefts, but did not resolve the problems associated with inadequate internal controls.

Open Recommendations to Agencies

Recommendation: Since GAO work at the New York Army National Guard showed that Army regulations were inadequate to control and secure small arms parts, the Secretary of Defense should direct the Secretary of the Army to revise supply and maintenance regulations to require that discrepancies

in shop stock inventories be documented, investigated, reported, and resolved.

Status: Action in process. DOD agreed and stated that the Secretary of the Army will direct that procedures be established in Unit Supply Update 14, which is a procedural change update to the Army regulation to ensure appropriate inventory, causative research, and documentation of results are processed and filed by activities maintaining shop stock. The estimated release date of the update is January 1992.

Recommendation: Since GAO work at the New York Army National Guard showed that Army regulations were inadequate to control and secure small arms parts, the Secretary of the Defense should direct the Secretary of the Army to revise supply and maintenance regulations to require that the Standard Army Maintenance System be protected

to prevent access by unauthorized personnel.

Status: Action in process. In January 1991, the Secretary of the Army directed

that a review be made of access codes and accessible data files under the specific access codes within the Standard Army Maintenance System to ensure

that the system is protected, controlled, and only accessible to authorized personnel. The estimated completion date of the review is late 1991.

Property Disposal: Controls Needed to Preclude DOD Release of Unsafe Surplus M151 Jeeps

NSIAD-91-10, 01/02/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the Defense Logistics Agency's (DLA) procedures for safeguarding surplus Army M151 jeeps sent to disposal offices, focusing on whether DLA complied with the Department of Defense's (DOD) policy on the mutilation of M151 jeeps to prevent civilian use.

Findings

GAO found that: (1) the DOD in-transit accountability system did not effectively control the transfer of M151 jeeps from military units to disposal offices; (2) disposal offices did not use the voluminous reports the accountability system generated to track jeep transit;

(3) military units did not investigate record discrepancies between the number of jeeps sent and received because it was time consuming and little emphasis was placed on reconciling differences; (4) disposal offices did not follow such internal control procedures as inspecting vehicles transporting jeep parts, annotating and controlling weight tickets for jeep parts disposed of as scrap, and annotating and controlling delivery passes for usable jeep parts; (5) DLA mutilated jeep frames to prevent restoration to operable condition, but allowed the sale to the public of the rest of the parts, including the suspension, which was considered the primary cause of jeep accidents; and (6) DLA did not report the lack of an effective accounting system for jeep transit or the disposal

shortcomings as internal control weaknesses.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct management attention to solving the problems in the accountability system for property in transit from units to disposal offices. **Status:** Action in process. Estimated completion date: 11/92. DOD is redesigning a DOD-wide in-transit control/visibility system. It plans to implement the system in late 1992. In the meantime, DOD is attempting to ensure that manual procedures currently in place are followed.

Logistics Support: Controls at Navy's Andros Island Test Range Need Improvement

NSIAD-91-75, 01/28/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO examined logistics support services at the Navy's Atlantic Undersea Test and Evaluation Center (AUTEC) at

Andros Island, Bahamas, and West Palm Beach, Florida, focusing on the: (1) need for certain general purpose equipment; (2) accuracy of property records; (3) adequacy of inventory controls over supplies; (4) adequacy of Navy oversight

of contractor logistical support; and (5) merits of cost-reimbursement and fixed-price contracts.

Findings

GAO found that AUTECH: (1) had excess air and marine craft and land vehicles; (2) kept inaccurate property records for equipment and material and significantly understated plant equipment and overstated material inventory in its annual report; and (3) had inadequate inventory controls to prevent waste and abuse. GAO also found that the Navy: (1) did not properly oversee AUTECH logistics support activities because its assigned property administrator was not fully qualified and appointed; and (2) should consider a fixed-price contract for the logistics support portion of the work to replace the existing cost-plus-award-fee contract,

since it generally knew the scope of the required logistics support work.

Open Recommendations to Agencies

Recommendation: The Secretary of the Navy, through the Naval Air Systems Command, should fully implement the actions that Navy and contractor officials have agreed to take in response to the deficiencies discussed in this report.

Status: Action in process. The majority of actions have been addressed. For example, air flights have been reduced, administrative vehicles were reduced by 27 percent, and marine craft were reduced.

Recommendation: The Secretary of the Navy should develop specific contractor guidance and management controls, including the appointment of a property administrator, to ensure that only adequately justified air and marine craft, motor vehicles, and material inventories are maintained and properly accounted for.

Status: Action in process. Specific contractor and management controls have been instituted. For example, the inventory endurance level has been cut to 75 days, bench and shop stock inventory has been reduced, and 1,205 inventory items have been excessed. The property administrator is to be certified by January 1992.

Defense Inventory: Defense Logistics Agency Customers Order Supplies Uneconomically

NSIAD-91-39, 02/14/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed how the military services requisitioned supplies from the Defense Logistics Agency (DLA), to determine whether DLA customers appropriately used: (1) economical methods to order supplies; and (2) supply requisition priorities.

Findings

GAO found that: (1) customers routinely placed numerous low-value requisitions that cost DLA more to fill than the value of the supplies provided; (2) in fiscal year 1989, DLA spent \$62.9 million more than the \$22.6 million it charged its customers to fill 5.7 million low-value requisitions; (3) on about 755,000

occasions, customers submitted more than one requisition for the same supply item on the same day; (4) DLA customers failed to meet the Department of Defense (DOD) requisition submission time standard on about 61 percent of their high-priority requisitions; and (5) the Army's Total Package Fielding Program, which mandated that units request high-priority service on repair parts requisitions, regardless of actual urgency, was inconsistent with DOD supply policy which required a case-by-case determination of priority.

Open Recommendations to Agencies

Recommendation: To provide the military services and other supply system customers with incentives to use

more economical ordering methods and high-priority services only when necessary, the Secretary of Defense should direct the Director, DLA, to determine the cost of filling a requisition and levy a minimum charge per requisition when the percentage surcharge based on the value of the item is not sufficient to recover this cost.

Status: Action not yet initiated.

Recommendation: To provide the military services and other supply system customers with incentives to use more economical ordering methods and high-priority services only when necessary, the Secretary of Defense should direct the Director, DLA, to determine the additional cost for

processing high-priority requisitions and charge customers for this service.
Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Army to discontinue the policy of assigning a predetermined high priority

to all requisitions submitted under the Total Package Fielding Program.
Status: Action not yet initiated.

Defense Inventory: DLA and Navy Suspended Stocks Should Be Processed More Quickly

NSIAD-91-8, 03/14/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) secondary-item inventories to assess its efforts in minimizing stocks of unknown status, focusing on the extent to which required secondary-item stocks may be unessential.

Findings

GAO found that: (1) since 1984, the Defense Logistics Agency (DLA) and the Navy have made improvements in their efforts to minimize stock of unknown status, but they did not timely resolve the status of suspended stock; (2) DOD frequently kept suspended items beyond its time standards, since it did not consider resolving the items' status a high priority, include program guidance, or routinely follow existing guidance; (3) DLA personnel did not follow instructions for resolving the status of suspended stocks; (4) overall, stocks valued at about \$50 million, or 49 percent of the sampled secondary items, remained suspended more than 6 months; (5) managers considered suspended items in making their procurement decisions after they determined their use, but managers' delays in resolving the status of suspended items could result in unnecessary procurements; and (6) DOD

data indicated that it spent approximately \$9 million per year to store suspended items.

Open Recommendations to Agencies

Recommendation: To maximize the usefulness of secondary-item inventory, the Secretary of Defense should direct the Secretary of the Navy and the Director, DLA, to ensure that suspended items receive adequate visibility at all management levels, up to and including the service level.

Status: Action in process. The Assistant Secretary of Defense (Plans and Logistics) (ASD(P&L)) has indicated that it will issue direction. GAO is awaiting confirmation from P&L.

Recommendation: To maximize the usefulness of secondary-item inventory, the Secretary of Defense should direct the Secretary of the Navy and the Director, DLA, to ensure that supply organizations establish responsibility and accountability for resolving suspended stock status, carrying out the action, and following up to make sure the actions are promptly and correctly taken.

Status: Action in process. ASD(P&L) has indicated that it will issue direction. GAO is awaiting confirmation from P&L.

Recommendation: To maximize the usefulness of secondary-item inventory, the Secretary of Defense should direct the Secretary of the Navy and the Director, DLA, to ensure that supply organizations develop adequate plans, including objectives and milestones, for meeting DOD time standards in resolving the status of suspended stocks.
Status: Action in process. ASD(P&L) has indicated that it will issue direction. GAO is awaiting confirmation from P&L.

Recommendation: To assist Navy, DLA, and other DOD components' efforts to manage suspended stocks, the Secretary of Defense should establish the priority to be placed on resolving the status of suspended stock vis-a-vis the handling of other stock, and in doing so, consider the need for the items and the cost of storing them.

Status: Action in process. ASD(P&L) has indicated that it will consult with the services and DLA. GAO is awaiting confirmation from P&L.

Recommendation: To assist Navy, DLA, and other DOD components' efforts to manage suspended stocks, the Secretary of Defense should consider modifying time standards to allow for resolving the status of large volumes of customer returns if DLA and the Navy believe the current standards are unreasonable.

Status: Action in process. ASD(P&L) has indicated that it will consult with the services and DLA. GAO is awaiting confirmation from P&L.

Recommendation: To assist Navy, DLA, and other DOD components' efforts to manage suspended stocks, the Secretary of Defense should establish organizational and personnel incentives to meet time standards and to consider

checking suspended stock when making procurement decisions.

Status: Action in process. ASD(P&L) has indicated that it will consult with the services and DLA. GAO is awaiting confirmation from P&L.

Industrial Funds: Weaknesses Remain in the Department of Defense's Capital Equipment Program

NSIAD-91-175, 04/17/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) management of its Asset Capitalization Program (ACP) to determine: (1) DOD plans to request that Congress transfer funding for industrial and depot maintenance equipment back to the industrial funds; (2) the extent to which DOD industrial fund accounting allowed it to use unexpended ACP funds to pay for losses in the industrial funds; and (3) whether DOD appropriately computed unliquidated ACP obligations as liabilities in its reporting of net budgetary resources for its industrial funds.

Findings

GAO found that: (1) DOD plans to fund capital equipment at industrial fund activities, through the Defense Business Operations Fund (DBOF), did not adequately alleviate some of the ACP accounting and reporting weaknesses GAO previously reported and did not eliminate the need for better policies and guidance for the capital equipment program; (2) inappropriate DOD decisions to refund unexpended ACP revenue to customers and to fund operational losses contributed to inadequate industrial fund accounting

and reporting procedures; (3) the industrial fund activities accumulated about \$1.6 billion in operating losses as a result of customer refunds and operational losses sustained from fiscal year (FY) 1987 through FY 1989; (4) the lack of ACP reserves and low cash balances in the industrial funds precluded the industrial fund activities from making about \$519.3 million in depreciation-related revenues to customers in FY 1990; (5) DOD reported inaccurate information on ACP cash requirements and insufficient information on the status of ACP revenues, disbursements, and obligations to Congress; and (6) comptroller officials did not find any violations of the Anti-Deficiency Act in the five DOD industrial funds, but were unable to document that unliquidated ACP obligations were included in the computations of the industrial funds' budgetary resources.

Open Recommendations to Congress

Recommendation: If Congress approves the DOD proposal to fund capital equipment through DBOF, Congress may wish to consider requiring DOD to reserve unexpended equipment funds to pay for future disbursements associated

with unobligated balances and unliquidated obligations.

Status: Action not yet initiated.

Recommendation: If Congress approves the DOD proposal to fund capital equipment through DBOF, Congress may wish to consider requiring DOD to establish appropriate accounting and reporting procedures for the capital equipment included in DBOF.

Status: Action not yet initiated.

Recommendation: If Congress approves the DOD proposal to fund capital equipment through DBOF, Congress may wish to consider requiring DOD to include in the DOD annual budget submission to Congress a financial summary identifying the status of the capital equipment program. This financial summary should provide all appropriate data elements needed to facilitate congressional oversight, including: (1) unobligated balances and unliquidated obligations at the beginning and end of the fiscal year; (2) equipment obligations during the fiscal year; (3) disbursements for capital equipment during the fiscal year; and (4) amount of the total cash balance in DBOF that should be placed in a reserve account to fund future disbursements

associated with unobligated balances and unliquidated obligations.

Status: Action not yet initiated.

Congressional Action: DBOF approval awaits congressional action. In 1991, the proposed legislative bills and reports did not directly address GAO specific recommendations.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should revise the policies and guidance for the capital equipment

program, regardless of how it is funded, to address the ACP weaknesses GAO reported in August 1989 by establishing clear guidance to ensure that: (1) capital investments are consistent with strategic plans; (2) project planning addresses timely installation and operation of equipment upon receipt at industrial fund activities; and (3) adequate internal control procedures are followed.

Status: Action in process. The draft DBOF policy statement addresses most of the recommendation.

Recommendation: The Secretary of Defense should revise the policies and

guidance for the capital equipment program, regardless of how it is funded, to address the ACP weaknesses GAO reported in August 1989 by requiring post-investment analyses or other measures to determine if anticipated benefits are realized and if changes in program management are needed.

Status: Action in process. The draft DBOF policy statement addresses most of the recommendation.

ADP Acquisition: Defense Logistics Agency Has Not Justified Need for Additional Computer

IMTEC-91-33, 05/23/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the Defense Logistics Agency's (DLA) efforts to procure a large mainframe computer, costing about \$7.8 million, for its Columbus, Ohio, information processing center.

Findings

GAO found that DLA overestimated its required computer capacity by about 50 percent, since: (1) it improperly assumed that the Columbus processing center computers would process Department of Defense (DOD) contract payment transactions that the Air Force will continue to process; (2) it used inappropriate historical data to estimate the contract payment transactions; (3) it

assumed that all high peak-hour user demand from its 23 field locations around the country occurred at the same time for both payroll and contract payment transactions regardless of geographic time zones; and (4) available capacity was sufficient to handle current and projected work loads.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should instruct the Director, DLA, to cease procurement actions for additional computer capacity for the Columbus, Ohio, information processing center, until DLA validates its anticipated work loads.

Status: Action in process. DOD has completed the validation study and submitted the Agency Procurement Request (APR) to the General Services Administration (GSA) for a delegation of procurement authority to procure.

Recommendation: The Secretary of Defense should instruct the Director, DLA, to cease procurement actions for additional computer capacity for the Columbus, Ohio, information processing center, until DLA assesses its current and future work loads against all available capacity when justifying future procurements.

Status: Action in process. DOD has completed the validation study and submitted APR to GSA for a Delegation of Procurement Authority to procure.

Motor Vehicles: Better Management of the Military Services' Vehicles Could Save Millions

NSIAD-91-132, 05/24/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the military services' management of their nontactical transportation, focusing on the: (1) potential for reducing the cost of motor vehicles used by the military services; (2) completion of statutorily required cost analyses comparing the services' costs with General Services Administration (GSA) and private contractors' costs; (3) vehicle utilization; and (4) special purchase requirements for military vehicles.

Findings

GAO found that: (1) the Army estimated that the annual reduction of motor vehicle costs, due to consolidating its U.S. motor fleet with GSA vehicles, would range from about \$25 million to \$52 million; (2) military service conversion from service-owned motor vehicle fleets to GSA fleets would ensure more effective and efficient motor vehicle management; (3) the Air Force was considering converting approximately 40,000 vehicles to GSA, which represented almost all of its candidate vehicles; (4) the Navy and Marine Corps had not performed cost

analyses comparing their motor vehicle costs with the cost of relying on GSA for motor vehicle needs; (5) using the Army's cost reduction estimates, potential savings for the services' U.S. fleets could range from \$60 million to \$123 million annually; (6) mileage statistics and audit reports indicated that some Department of Defense (DOD) installations had more vehicles than needed and were not using vehicles effectively, causing the services to incur excess costs for vehicle procurement, operations, and maintenance; (7) due to special vehicle purchase requirements, the services often paid more than other federal agencies for similar motor vehicles; and (8) due to financing concerns and Office of Management and Budget prohibitions on the transfer of personnel positions to support fleet management of added vehicles, GSA suspended consolidation of the Army fleet and could not consolidate other fleets.

Open Recommendations to Congress

Recommendation: Since the military services believe they can save millions of dollars by converting from more costly

service vehicle fleet management to the GSA fleet, Congress may wish to consider reviewing the use of one or more of the financial alternatives for handling any significant expansion of the GSA motor vehicle fleet.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the service secretaries to evaluate their vehicle use according to established DOD standards to ensure that vehicles are used effectively and excess vehicles are made available to activities needing additional vehicles.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the service secretaries to continue to review vehicle requirements and eliminate, where possible, unnecessary specifications so as to enable their vehicles to be bought at lower cost.

Status: Action not yet initiated.

Commercial Practices: Opportunities Exist to Reduce Aircraft Engine Support Costs

NSIAD-91-240, 06/28/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO compared Department of Defense (DOD) logistics operations with similar commercial logistics practices, focusing on: (1) the Air Force's inventory and maintenance practices for the F-108 engine compared with those used by commercial airlines; and (2) commercial practices the Air Force could adopt to reduce its logistics costs for the F-108.

Findings

GAO found that: (1) the Air Force bought millions of dollars of excess engines and spare parts for the F-108 engine, since it underestimated engine reliability, bought engines earlier than necessary to compensate for unforeseen problems, and failed to adjust engine purchases to match the slowed modification program; (2) commercial airlines estimate their requirements to more closely reflect actual experience and rely more heavily on the manufacturer for delivery of parts when needed; (3) commercial airlines kept inventory levels and costs for aircraft engines and parts low by purchasing whole engines for parts, relying on the manufacturer's parts distribution center, and selling excess parts on the secondary market; (4) since the Air Force decided to acquire its own maintenance capability for the F-108 engine due to

the high priority of the aircraft's mission and the anticipated high maintenance during wartime instead of using preexisting commercial maintenance facilities, it purchased too much support equipment and prematurely activated F-108 maintenance facilities; (5) to reduce excess quantities of F-108 engines, the Air Force reduced requirements for the F-108 engine and some planned purchases; and (6) since submitting a \$325-million budget request for KC-135 aircraft modification, the Air Force accelerated its installation schedule for the modification program and planned to use prior years' funding for other needs.

Open Recommendations to Congress

Recommendation: If the schedule submitted by the Air Force to support the fiscal year (FY) 1992 President's budget request is used as a basis for evaluating the FY 1992 request, Congress may want to consider reducing the FY 1992 budget request for KC-135 modifications by \$225 million due to premature deliveries of modification kits and engines, and related installation costs.
Status: Action not yet initiated.

Recommendation: Congress may want to consider rescinding \$10.1 million in prior years' funding for the KC-135 modification program if it does not want

the Air Force to use the funds for other purposes.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: The Secretary of the Air Force should direct program managers in future purchases of commercial engines in other programs to rely more on demonstrated engine reliability, ensure that adjustments are made in engine buys when schedule delays occur, and more fully utilize commercial practices to acquire and store spare engines and parts.
Status: Action not yet initiated.

Recommendation: The Secretary of the Air Force should consider using whole engines for spare parts when it is more economical than buying individual parts.
Status: Action not yet initiated.

Recommendation: The Secretary of the Air Force should consider drawing down the inventory of spare parts and relying on the engine manufacturer's parts distribution center after the inventory is reduced.
Status: Action not yet initiated.

Recommendation: To minimize the premature and possibly excessive investment in maintenance facilities

when other commercial engines are purchased by the Air Force in future programs, the Secretary of the Air Force

should direct the program managers to consider ensuring that the maintenance capability is compatible with the level of

aircraft purchases and the actual performance of the engine.
Status: Action not yet initiated.

Defense Research: Protecting Sensitive Data and Materials at 10 Chemical and Biological Laboratories

NSIAD-91-57, 07/08/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed security controls at government and contractor laboratories engaged in Department of Defense (DOD) chemical warfare and biological defense research programs, focusing on the: (1) adequacy of controls over foreign visitors, technical data, and sensitive chemical and biological materials at the laboratories; and (2) security over the shipment of those materials.

Findings

GAO found that: (1) security controls and procedures at the 10 research laboratories reviewed generally provided adequate protection of chemical and biological materials and sensitive information; (2) the Army's Medical Research and Development Command did not always comply with the DOD requirement that authorization requests for foreign representatives visiting Army facilities be submitted at least 30 days before the proposed visits; (3) the Army took such actions to correct its approval

requirement processes as reminding foreign embassy military attaches of its 30-day requirement; (4) DOD based its 30-day requirement primarily on reciprocity with other countries and the need for coordination and preparation; (5) the Army Chemical Personnel Reliability Program did not check the credit records of individuals assigned to the program or consolidate and report information to properly oversee the program; and (6) an Army center did not establish a document accountability system until several years after receiving classified information for several of its special access programs, and once established, did not consistently control classified material through the system.

Open Recommendations to Agencies

Recommendation: To improve security and oversight of the Chemical Personnel Reliability Program, the Secretary of the Army should establish periodic credit

checks for individuals assigned to the program.

Status: Action in process. Estimated completion date: 10/93. The Army stated that, in October 1992, all civilian personnel will have credit checks done on National Agency Check Inquiry by the Defense Investigative Service, and by late 1993, all military personnel will have credit checks done.

Recommendation: To improve security and oversight of the Chemical Personnel Reliability Program, the Secretary of the Army should require an annual consolidated status report showing the number of individuals assigned, the number disqualified from the program, and the reasons for disqualification.

Status: Action in process. Estimated completion date: 10/92. The Army stated that the change will be incorporated in the fiscal year 1992 report. The Army will also monitor the use of the report analysis.

Defense Inventory: Further Improvements Needed in Management of Spare Parts and Other Secondary Items

T-NSIAD-91-47, 07/17/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

GAO discussed Department of Defense (DOD) inventory management issues, focusing on DOD: (1) inventory reporting; and (2) efforts to reduce its total inventory, including its known excess. GAO noted that: (1) DOD reported that its fiscal year (FY) 1990 spare parts and secondary item inventory was \$7.6 billion less than its FY 1989 inventory; (2) the inventory value would have been about the same for both years if DOD reported its 1990 inventory on a basis consistent with 1989; (3) the DOD on-hand inventory supply report included centrally controlled items but did not include billions of dollars of locally held inventory; (4) DOD requires an excessive number of on-hand supplies, increasing the risk for obsolete or unnecessary materiel; (5) the DOD supply report does

not reveal excessive inventory levels; (6) DOD and the Air Force disagreed with a previous GAO recommendation that the Air Force stop routinely initiating purchase requests; (7) DOD believed that its efforts to change the organizational culture's mind-set for buying substantially more materiel than was needed would result in improved inventory management; and (8) DOD-identified objectives for reducing inventories included minimizing the entry of new items, reducing the number of inventoried items, reducing the quantities of materiel stocked, pursuing commercial alternatives to materiel stockage, and improving control and visibility. GAO believes that: (1) there is a potential for \$2 billion to \$4 billion in reductions for secondary items; and (2) DOD excessive inventory is far greater than shown in its inventory reports.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the military services and the Defense Logistics Agency to use a uniform inventory valuation method that will provide comparable data between periods and across organizations, and fully disclose any deviations from uniform valuation.
Status: Action not yet initiated.

Recommendation: The Secretary of Defense should report inventory in a manner that recognizes all levels of on-hand inventory and reflects requirements that are consistent with the inventory that DOD defines as the maximum assets which may be on-hand or on order at a given time.
Status: Action not yet initiated.

Defense Inventory: Reports Need Comparable and Comprehensive Data

NSIAD-91-266, 07/17/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO examined the Department of Defense's (DOD) inventory reports for: (1) comparability over time and across organizations; (2) inclusion of appropriate items; and (3) trends in inventory size.

Findings

GAO found that: (1) in its September 1990 Supply System Inventory Report, DOD reported that its secondary item inventory decreased from \$109.5 billion in September 1989 to \$101.9 billion in September 1990, but the services did not use the same inventory valuation methods for both years; (2) variances in

Defense Logistics Agency (DLA) and military services' inventory valuation methods impede comparisons across organizational lines and undermine the value of having aggregated data for all the services and DLA; (3) the Army and Air Force changed their 1990 inventory evaluation method to reduce the reported value of items that needed

repair, the Navy further reduced its reported 1990 inventory by \$3 billion by valuing its inventory at the lower of acquisition cost or market value, and DLA used a standard price that included surcharges for transportation costs and inventory losses; (4) DOD excluded secondary items aboard combat ships and with troop units from its inventory reports; (5) the on-hand inventory portion of the total resources increased by \$100 million from September 1989 to September 1990, but the increase would have been larger had the services not increased secondary item disposal from

\$3.2 billion in 1989 to \$5.2 billion in 1990; (6) inventory purchased between September 1989 and September 1990 decreased from \$26.6 billion to \$21 billion; and (7) the Supply System Inventory report overstates required on-hand inventory.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the military services and DLA to use a uniform inventory valuation method that will

provide comparable data between periods and across organizations, and fully disclose any deviations from the uniform valuation method.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should report inventory in a manner that recognizes all levels of on-hand inventory and reflects requirements that are consistent with the inventory that DOD defines as the maximum assets which may be on-hand or on order at a given time.

Status: Action not yet initiated.

Inventory Management: Strengthened Controls Needed to Detect and Deter Small Arms Parts Thefts

NSIAD-91-186, 07/17/91 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO reviewed the Army's management of small arms parts for all the services, focusing on whether inventory controls, oversight by higher commands, and physical security were adequate to deter or detect thefts at four depots.

Findings

GAO found that: (1) an analysis of one depot's inventory records disclosed significant inventory control problems, including large and consistent losses of small arms parts, failure to complete required annual inventories of small arms parts, and inventories based on estimates rather than actual counts; (2) such inventory control problems were primarily due to the low priority management attached to physical inventories, poor resource management, inadequate warehouse maintenance, and strained storage capacity; (3) the three

oversight commands lacked adequate information, objectivity, and followup to effectively monitor inventory management at Army depots; (4) the Army's lack of minimum security standards addressing methods for minimizing the risk of employee thefts allowed depot commanders broad discretion over physical security measures; (5) three depots lacked the necessary infrastructure to easily restrict access to the warehouse area; (6) the depots failed to use available resources to improve security; (7) a May 1991 Department of Defense (DOD) physical security regulation provided broad guidance on the minimum standards needed to protect material in its supply system and should provide a framework for ensuring that all the services have reasonable, consistent security standards; and (8) as a result of GAO studies, one depot began making improvements to its inventory controls and physical security.

Open Recommendations to Agencies

Recommendation: The Secretary of the Army should direct the Army Materiel Command (AMC) to monitor the implementation of Red River's corrective actions to ensure that depot inventory control is consistent with Army priorities and with the level of resources made available to carry out the overall depot mission.

Status: Action in process. The Army is monitoring the implementation of the corrective action plan and will continue to monitor it until the depot is turned over to the Defense Logistics Agency (DLA).

Recommendation: The Secretary of the Army should direct AMC to modify the depot storage capacity reports to permit a depot to report over 100-percent capacity by capturing both covered and

unauthorized outdoor storage in one statistic.

Status: Action in process. The reports on storage capacity have been changed to provide visibility of materiel in outside storage areas. The changes will be effective DOD-wide by late 1991.

Recommendation: The Secretary of the Army should direct AMC to develop an indicator to assist in judging the degree of saturation of storage space.

Status: Action in process. The storage capacity reports have been revised to show cubic capacity. Changes will be effective DOD-wide by late 1991.

Recommendation: The Secretary of the Army should direct AMC to modify the Depot Inventory Program Status Report to reflect that an inventory has actually been completed.

Status: Action in process. DOD stated that DLA will be assuming responsibility

for all depots and that the DLA system does not update the date of inventory until counts and adjustments have been accepted.

Recommendation: The Secretary of the Army should direct AMC to require inventory control points to ensure that depots are performing their annual inventories of controlled material.

Status: Action in process. DOD stated that AMC will require inventory control points to review their records to identify those controlled items for which inventories have not been met. Further, depot commanders will be required to certify that all required inventories of controlled items have been completed for the fiscal year.

Recommendation: The Secretary of Defense should direct the Under Secretary of Defense for Policy to review the minimum acceptable standards for

physical security at depot warehouse areas to ensure that both DLA and the services have consistent and appropriate standards for similar assets. These standards should: (1) address methods for restricting access, with or without fencing; (2) stipulate the circumstances under which employees may park privately owned vehicles within the warehouse area; (3) limit the circumstances under which material should be left outside overnight; (4) spell out the necessary elements for an effective depot vehicle inspection program; and (5) identify other internal surveillance measures to control material.

Status: Action in process. DOD stated that the issues will be discussed at the next DOD Physical Security Review Board meeting and at that time needed actions will be considered to ensure that consistent physical security standards are established at depots.

ADP Consolidation: Defense Logistics Agency's Implementation Approach Is Not Justified

IMTEC-91-34, 08/06/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the Defense Logistics Agency's (DLA) decision to consolidate its 23 automated data processing facilities into 6 regional processing centers.

Findings

GAO found that DLA: (1) did not adequately justify its consolidation decision; (2) did not follow the contractors' or its own task force's

alternative consolidation recommendations or perform an economic analysis of those alternatives before making its decision to consolidate into six sites; (3) based its justification for a six-site consolidation on a cost and benefit analysis that used incomplete or unverifiable data regarding operating, transition, computer equipment, and telecommunications costs; (4) could not support the results of its analysis with any verifiable data sources; (5) substantially completed one consolidation processing center, and was

in the process of implementing the remaining five centers; and (6) failed to act on its program manager's November 1990 request to perform an economic analysis prior to proceeding with implementation of the remaining five consolidation centers.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should instruct the Director,

DLA, to stop all implementing actions for the remaining five sites until a thorough economic analysis, which

includes the current environment and viable alternatives, is completed and a

decision is made on the most cost-effective alternative for consolidation.
Status: Action not yet initiated.

Defense ADP: A Coordinated Strategy Is Needed to Implement the CALS Initiative

IMTEC-91-54, 09/13/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) Computer-Aided Acquisition and Logistics Support (CALS) initiative to reduce the cost of maintenance and support by automating the millions of pages of technical data needed to support weapons systems.

Findings

GAO found that: (1) the potential benefits of CALS could be significant, especially in the repair and maintenance of weapons and procurement of spare parts; (2) individual projects are not separately identified in an overall plan or budget, making it difficult to determine how much is being spent on CALS; (3) there are numerous projects ongoing or planned by the services, totalling more than \$5.2 billion, but it is not clear how those projects relate to overall CALS goals or to each other; (4) the centralized CALS policy and decentralized implementation approach was intended to stimulate CALS development in as many areas as possible, but the lack of an overall plan resulted in the services' differing opinions on what CALS should be, what it should encompass, and how it should

be implemented; (5) during the past 5 years, DOD made progress in developing standards for exchange of CALS-compliant data, which are essential if DOD is to receive and use technical data from different computer systems; and (6) clear goals and a DOD-wide plan would focus CALS efforts to eliminate redundancy and duplication, build standard systems where practical, and ensure that the funds available for CALS development and implementation are optimized.

Open Recommendations to Agencies

Recommendation: Because of the tremendous potential benefits of CALS to almost every aspect of weapons systems support, the Secretary of Defense should ensure that ongoing actions to develop a coordinated, Defense-wide CALS implementation plan with clearly stated objectives and measurable milestones for completing those objectives are completed. Such an implementation plan should include: (1) specific target dates for completing CALS technical data exchange standards for DOD and a decision for determining when each standard is ready to be required in weapons systems contracts; (2) a clear description of the relationship

between ongoing and planned CALS projects and CALS overall objectives; (3) clear areas of responsibility for each of the services and the Defense Logistics Agency with an emphasis on the development of common automated systems that conform to CALS standards; and (4) clear lines of responsibility and authority within the Office of the Secretary of Defense for central direction and budgetary control of the services' efforts to implement CALS.

Status: Action not yet initiated.

Recommendation: To facilitate coordination, oversight, and control of CALS initiatives, DOD should follow through on the actions it has underway to manage CALS as part of the DOD Corporate Information Management program.

Status: Action not yet initiated.

Recommendation: To facilitate coordination, oversight, and control of CALS initiatives, the Secretary of Defense should clearly designate all CALS automation projects, including those associated with weapons systems development programs, in annual information technology budget exhibits.
Status: Action not yet initiated.



Navy

Issue Area Summary: Navy

Impact of GAO's Work

The Department of the Navy, the Marine Corps, and the defense nuclear offices throughout the Department of Defense (DOD) face critical issues as they address changing national security threats and budget reductions. During the past year, we provided information and analysis to the Congress and DOD focusing on naval force structure alternatives, weapons system acquisition programs, logistics, and modernization and management of defense nuclear programs.

This year, we had a unique opportunity to provide the Congress with information on the lessons learned from the extensive operations of Desert Shield/Storm. We began with reports on the use of Naval and Marine Corps Reserves in Operation Desert Storm and on the Military Sealift Command's contracting for support of the operation. We also briefed the Congress on the supportability and effectiveness of major weapons systems. Our ongoing work will build on this base of information.

We identified potential cost overruns in ship construction contracts, which set the stage for congressional consideration of broader military procurement issues. The results of our ongoing reviews of the DDG-51 class Arleigh Burke Aegis Destroyer and the SSN-21 Seawolf Submarine program with its sophisticated combat system (the AN/BSY-2) provided perspectives on these issues. We also reported on several antisubmarine warfare systems, pointing out where improvements were possible and where programs should be reduced or cancelled.

We also reported the Navy's aborted effort to develop the A-12 Avenger attack aircraft and the impact on naval aviation, including rewinging the A-6 attack aircraft. We testified before two committees on the A-12, providing factual information and analysis to support their investigations. We also provided key information on the program to develop a tilt-rotor aircraft, the V-22 Osprey, and on the acquisition approach for the Navy's new trainer aircraft, the T-45.

We continued to monitor the investigation into possible causes for the explosion in the center 16-inch gun turret of the battleship U.S.S. Iowa, which cost 49 sailors' lives, and testified on the results of our work in that area. We published the final results of the scientific inquiry into the incident by Sandia National Laboratories. We also reported on mischarging by Bath Iron Works on Navy cruiser and destroyer programs.

Reviews of Navy organizational and structural issues resulted in numerous products, including a report on the Navy's plan to establish new strategic homeports during a time of reductions in the size of the fleet, and on the concentration of Navy Command Offices in the National Capitol Region.

We testified that the portion of the National Defense Reserve Fleet that is not actually retained in support of the Ready Reserve Force should be scrapped because the ships are neither technologically suitable nor likely to be activated and operated efficiently.

We also reported on the Nuclear Weapons Targeting Process, providing information on the management of critical nuclear material and an analysis of the Navy's program to deactivate nuclear submarines after their retirement from the active fleet.

Key Open Recommendations

Our report on the Navy's acquisition of T-45 training aircraft highlighted the risks in the program from concurrency. Although the system had been in production for over 2 years, a stable design had not been demonstrated in operational testing. We recommended that the Secretary of Defense not buy additional T-45 aircraft until (1) operational testing demonstrates that the system can be effective and suitable for its mission and (2) the Navy negotiates a definite contract price for the aircraft. (GAO/NSIAD-91-46, see p. 119.)

Our report on the development of an automated combat system for the Seawolf Attack Submarine included recommendations that (1) DOD determine the impact of the risks we identified on the performance, cost, and schedule for the combat system and (2) the Congress not fund any additional systems until the Secretary of Defense certifies that the initial system is sufficiently developed and testing demonstrates that it meets mission requirements. Key congressional committees are aware of our concerns and recommendations; funding levels for future systems are now the subject of congressional debate. (GAO/IMTEC-91-30, see p. 121.)

Over the past few years, the cost to maintain and modernize Navy ships at both public and private shipyards has grown, and the time projected for the work has been overrun. The Navy has a plan to improve the operations of public shipyards. We recommended that the Secretary of the Navy ensure that the plan is fully implemented and develop and implement a similar plan for private shipyards. Both plans should include a mechanism for measuring and reporting progress. (GAO/NSIAD-90-144, see p. 115.)

We assessed the Navy's review of specific allegations about improper charges by the Bath Iron Works on a major Navy contract. We found that not only was the review ineffective, but the Navy's oversight of the contract needed strengthening. We recommended improved controls over contract charges, increased monitoring activities, and prompt attention to contract activities. (GAO/NSIAD-91-85, see p. 120.)

Products With Open Recommendations: Navy

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Test and Evaluation: An Assessment of Navy's Long-Term Underwater Test Resources Plan

NSIAD-88-80, 03/28/88 GAO Contact: Michael E. Motley, (202)275-8400

Background

In response to a congressional request, GAO reviewed the Navy's Long-Term Underwater Support Resources Plan, to determine its comprehensiveness and usefulness as a management tool.

Findings

GAO found that, although the plan covers tracking ranges, ship noise measurement facilities, targets, and real-time simulators, it does not: (1) consolidate and prioritize test resource development and acquisition programs; (2) include acoustic requirements data from fleet units; (3) include all options for meeting weapons system noise measurement requirements, including those costing \$5 million or less; and (4) present a cost-effective rationale for the future use of the Navy's Atlantic Undersea Test and Evaluation Center. GAO also found that: (1) the Navy

planned to use the Atlantic Undersea Test and Evaluation Center for training and, to a lesser extent, for research and development; (2) in order to coordinate and emphasize test resource acquisition, the Department of Defense and the military services implemented initiatives to improve test resource planning; and (3) the Navy failed to implement a recommendation to modify its plan for new facilities, which could save an estimated \$71.4 million, or to consolidate existing facilities, at an estimated savings of \$4.9 million in annual operating costs.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should require the Secretary of the Navy to revise the Long-Term Underwater Support Resources (LTUSR) Plan to: (1) integrate and rank all test

resource development programs; (2) obtain and incorporate underwater acoustic measurement requirements from fleet units; (3) present other options to meet weapon system acoustic measurement requirements and eliminate dollar thresholds so that additional options can be considered; and (4) determine whether the Atlantic Undersea Test and Evaluation Center is the most cost-effective alternative to meet unit training requirements beyond the next 5-year period (1988 to 1993). **Status:** Action taken not fully responsive. The Navy LTUSR Plan was revised in 1991. GAO is currently reviewing the development and acquisition of test resources and will determine whether the Navy has satisfactorily complied with this recommendation.

Navy Maintenance: Cost Growth and Schedule Overrun Problems Continue at the Shipyards

NSIAD-90-144, 07/24/90 GAO Contact: Martin M. Ferber, (202)275-6504

Background

Pursuant to a congressional request, GAO reviewed the Navy's costs to overhaul and repair ships at public and private shipyards, focusing on the: (1) extent of cost growth and schedule overruns at both public and private

shipyards; and (2) causes of the increases.

Findings

GAO found that: (1) contract costs increased from \$2.8 billion to \$3.7 billion

between 1985 and 1988; (2) at private shipyards, cost growth averaged 31 percent and schedule overruns averaged 43 days; (3) at public shipyards, cost growth averaged 3 percent and schedule overruns averaged 81 days; (4) at private shipyards, inadequate and late

government-furnished information and materials were among the major causes of contract cost growth and schedule overruns on 23 contracts; (5) government-caused delays and disruptions to contractors also result in cost growth and schedule overruns; (6) when a public shipyard becomes overloaded and has insufficient workers to properly execute the work load, cost growth and schedule overruns result; (7) public shipyards cited poorly defined work packages and poorly prepared drawings and specifications as causes for cost growth and schedule overruns; and (8) making major alterations on ships as quickly as possible was more important than the additional costs that resulted from poorly defined work packages.

Open Recommendations to Agencies

Recommendation: The Secretary of the Navy should ensure that the Navy's plan to correct problems in ship depot maintenance at public shipyards is fully implemented.

Status: Action in process. Estimated completion date: 01/92. The Secretary of the Navy has formed a Naval Industrial Review Council, with the Secretary as Chairman, to ensure that approved recommendations and goals are fully implemented. The Council acts on broad issues. Specific corrective actions are covered by the Naval Shipyard Corporate Operations Strategy and Plan. This plan has not been fully implemented.

Recommendation: The Secretary of the Navy should develop and implement a similar plan to correct depot maintenance problems at private shipyards.

Status: Action in process. Estimated completion date: 01/92. The Navy has implemented corrective measures to improve cost and schedule performance at private shipyards. As of late 1991, no decision had been made to implement an overall improvement plan for the private sector prior to the successful implementation of a monitoring and tracking system in the public sector.

Recommendation: The Secretary of the Navy should ensure that plans to correct depot maintenance problems at public and private shipyards explain details on how best to improve such areas as work packages, government-furnished information and materials, and scheduling. The plans should also: (1) ensure that cost is a major consideration in deciding when and where to make ship alterations; and (2) provide a mechanism for reporting and measuring progress.

Status: Action in process. Estimated completion date: 01/92. The Naval Industrial Review Council will ensure implementation of approximately 30 decision papers that include detailed plans for improving a variety of problems associated with ship depot maintenance. Cost is a factor in deciding when and where to make alterations, and it is anticipated that in the future there will be fewer alterations. Reporting and measuring systems will be implemented.

Embedded Computers: Navy's Approach to Developing Patrol Aircraft Avionics System Too Risky

IMTEC-90-79, 09/28/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO determined whether the: (1) Navy's Update IV Program provided for adequate pre-procurement testing of a new avionics computer system for P-3 and P-7 aircraft; and (2) Navy adequately oversaw the development of the embedded system.

Findings

GAO found that the Navy: (1) originally planned to thoroughly test the avionics system before buying more than four; (2) citing program delays, revised those plans and postponed complete testing; (3) allowed the Update IV contractor to develop software before it completed and approved subsystem specifications; (4) had approved only 3 of 93 software specifications, and projected that it

would not approve all specifications before September 1990; (5) Update IV contractor was over a year late in developing two software integration laboratories for testing the system's acoustic and nonacoustic capabilities; (6) planned to buy 28 systems before it successfully completed all testing; (7) planned to test one of the system's processors using a model that did not accurately represent the final version; (8) failed to conduct any detailed

analysis to support its belief that any further delays would cause it to miss fixed-price contract option deadlines and increase contract costs; and (9) failed to consider the costs of buying 28 systems that may not work as intended and may require expensive modifications. GAO also found that Update IV Program oversight authorities: (1) focused on the use of computer technology; and (2) have not granted final approval of the Navy's acquisition and testing plans.

Open Recommendations to Agencies

Recommendation: In light of the possibility that the previous recommendation may preclude the Navy from exercising existing, fixed-price contract options, the Secretary of the Navy should direct the Commander, Naval Air Systems Command, to thoroughly analyze the cost impact of contract renegotiation and, based on this

analysis, decide whether the entire Update IV Program is financially viable. **Status:** Action in process. The Navy is currently negotiating new production prices, calling for production to start in fiscal year 1994. System affordability will be determined based on the results of the negotiations and a thorough analysis of the program's performance and affordability. A full program review will then be held.

Naval Aviation: The V-22 Osprey—Progress and Problems

NSIAD-91-45, 10/12/90 GAO Contact: Martin M. Ferber, (202)275-6504

Background

Pursuant to a congressional request, GAO provided information on the V-22 Osprey tiltrotor aircraft, focusing on the: (1) status of program testing; (2) funding requirements to complete testing and development; and (3) readiness of the V-22 program for production funding in fiscal year (FY) 1991.

process; (2) such development issues as unacceptable vibration, excessive weight, incomplete flight tests, and increasing costs continued to adversely affect the program; and (3) Navy production readiness reviews indicated continuing problems that affect full-scale development testing and could affect producibility.

the programs's status and high concurrency make it impossible to know at this point whether it will be ready for production in FY 1992 as the program office plans. As a result, prior to obligating the FY 1991 long-lead funds, the Secretary of Defense should certify that the risks of concurrency are being managed and that the V-22 program schedule is being met.

Status: Action not yet initiated.

Findings

GAO found that: (1) the Navy's V-22 program was in the full-scale development phase of the acquisition

Open Recommendations to Agencies

Recommendation: Even if Congress decides to continue the V-22 program,

Internal Controls: Funding of International Defense Research and Development Projects

NSIAD-91-27, 10/30/90 GAO Contact: Martin M. Ferber, (202)275-6504

Background

GAO reviewed the practices and procedures the Navy and the Office of the Secretary of Defense (OSD) used to

disburse fiscal year (FY) 1988 funds provided for North Atlantic Treaty Organization (NATO) cooperative research and development projects,

focusing on whether the Navy disbursed funds in accordance with the Department of Defense Authorization

Act of 1986 and subsequent authorizations and appropriations acts.

Findings

GAO found that the Navy: (1) did not disburse the funds as authorized and used some of them inappropriately for administrative support services; (2) did not report to OSD on how it used FY 1988 funds until April 1990; (3) made misleading statements-of-purpose on

contracts and work orders to show that funds were used for authorized projects; (4) used multiple agents to disburse funds, which made it difficult to account for the funds; and (5) approved projects without first obtaining memorandums of understanding. GAO believes that the Department of Defense (DOD) initiated corrective actions to establish appropriate controls and framework for handling future NATO cooperative research and development funds.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should issue written instructions for the implementation of NATO cooperative research and development programs.

Status: Action in process. Preparation of the handbook is in process, but delays have occurred. A DOD official estimates the handbook will be issued by late 1991.

Battleships: Issues Arising From the Explosion Aboard the U.S.S. Iowa

T-NSIAD-91-2, 11/08/90 GAO Contact: Martin M. Ferber, (202)275-6504

Background

GAO discussed the explosion aboard the U.S.S. Iowa, focusing on: (1) an independent investigation of the Navy's technical analysis of the explosion; (2) equipment serviceability and safety; (3) manning and training issues; and (4) the battleship's employment plans and mission. GAO found that: (1) the Department of Energy's Sandia National Laboratory concluded that there was a plausible alternative scenario to the Navy's finding of an intentional act; (2) as a result of Sandia's findings, the Navy halted all firings of the 16-inch guns and initiated further testing; (3) the Navy and Sandia believed that the ban could be lifted by using a different propellant configuration and taking different

management actions; (4) Sandia could not confirm or deny the Navy conclusion that foreign material residue found in the gun was evidence of a chemically activated detonator device; (5) the Navy's need to maintain two battleships was questionable; (6) there was no pattern of failures that indicated systematic problems with the guns and other turret equipment; (7) injury reports revealed no prior safety problems that could be related to the explosion; (8) Iowa personnel failed to follow approved procedures to ensure the safe firing of guns and improperly approved and conducted gunnery experiments; and (9) the Navy deployed the Iowa with significantly lower percentages of authorized supervisors and turret-related journeymen.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to reevaluate the battleships' utility in the light of known constraints and limitations and, unless current Middle East operations convincingly demonstrate their unique utility, direct that the Secretary of the Navy decommission the U.S.S. Missouri and the U.S.S. Wisconsin.

Status: Action in process. Estimated completion date: 09/92. The Navy is taking steps to decommission the U.S.S. Missouri and U.S.S. Wisconsin in fiscal year 1992.

T-45 Training System: Navy Should Reduce Risks Before Procuring More Aircraft

NSIAD-91-46, 12/14/90 GAO Contact: Martin M. Ferber, (202)275-6504

Background

GAO reviewed the Navy's acquisition of the T-45 Training System to evaluate cost, schedule, and performance risks and to assess whether an additional production commitment in fiscal year (FY) 1991 was warranted.

Findings

GAO found that: (1) the Navy did not schedule flight testing until after it made production commitments for 20 percent of the planned procurement; (2) tests, redesigns, and modifications have not yet proven that the T-45A Goshawk aircraft is effective or suitable for its mission; (3) the Navy and the contractor have not yet agreed on the actual price for the T-45A aircraft; (4) the Navy did

not need the 12 aircraft it requested for FY 1991 to attain an initial operational capability and begin training pilots; (5) the Navy reported that it would still need about \$136 million in procurement funds for FY 1991, even if it did not procure any aircraft and bought only two simulators in 1991; and (6) the Navy requested funds for five simulators in FY 1991, but Congress approved procurement for only one, citing the need to slow production while awaiting a stable aircraft design.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should withhold authorization for the Navy to proceed with additional

production commitments for T-45A aircraft until the service has taken minimum risk-reduction measures to define aircraft prices in existing contracts and negotiated prices for subsequent production contracts. **Status:** Action in process. Estimated completion date: 03/92. Commitment to the next lot of 12 aircraft is being deferred until the second quarter of FY 1992 to allow time for the price of that lot to be finalized in advance, and the Navy will follow the same sequence in awarding subsequent lots. The net benefit is risk reduction. Monetary savings could be significant, but they are too contingent to be reasonably predictable.

Battleships: Issues Arising From the Explosion Aboard the U.S.S. Iowa

NSIAD-91-4, 01/29/91 GAO Contact: Martin M. Ferber, (202)275-6504

Background

Pursuant to a congressional request, GAO examined issues concerning the April 1989 explosion aboard the U.S.S. Iowa and the overall battleship program, focusing on: (1) the Department of Energy's Sandia National Laboratory's independent review of the Navy's technical analysis of the explosion; (2) the serviceability, supportability, and safety of ammunition and equipment; (3)

personnel manning levels and training; and (4) battleship employment plans and missions.

Findings

GAO found that: (1) Sandia could neither confirm nor deny the Navy's conclusion that a deliberate act caused the explosion, nor could it prove or disprove the Navy's contention that foreign

material on the rotating band of the projectile was evidence of an improvised explosive device; (2) Sandia believed that a high-speed overram of the powder bags, combined with the impact sensitivity of the powder, could have caused the explosion; (3) there were no indications of any chemical stability problems or other problems with the type of propellant involved in the explosion; (4) there was no evidence of

any systematic or unusual serviceability or safety problems aboard the battleships; (5) battleships generally had a disproportionately low percentage of supervisory personnel manning levels, and battleship personnel generally had lower job performance ratings; (6) Iowa personnel did not follow safety policies and procedures and conducted improperly approved gunpowder experimentation at the time of the explosion; (7) it could not determine the adequacy of personnel training, since training records were destroyed in the explosion, never existed, or were missing; (8) training deficiencies

included the lack of an approved battleship gun weapon system training plan, limited hands-on training aids, and inadequate external oversight of the Iowa's 16-inch gun personnel qualifications program; and (9) changing military doctrine and budget constraints limited the battleships' utility and made them top candidates for decommissioning.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of

the Navy to reevaluate the battleships' usefulness in the light of known constraints and limitations and, unless current Middle East operations convincingly demonstrate their unique utility in support of an amphibious assault, to decommission the U.S.S. Missouri and the U.S.S. Wisconsin. **Status:** Action in process. Estimated completion date: 09/92. The Navy is taking steps to decommission the U.S.S. Missouri and U.S.S. Wisconsin in fiscal year 1992.

Navy Shipbuilding: Allegations of Mischarging at Bath Iron Works

NSIAD-91-85, 07/08/91 GAO Contact: Martin M. Ferber, (202)275-6504

Background

Pursuant to a congressional request, GAO reviewed the Navy's efforts to address an anonymous source's allegations of improper charges and other contractual issues at the Bath Iron Works Corporation (BIW), a Navy shipbuilding contractor.

Findings

GAO found that: (1) the Navy's oversight of BIW contracts was ineffective and contributed directly to the improper charges and problems found; (2) the Navy inadequately reviewed allegations regarding cruiser program mischarges, charges for ripout and rework on cruisers which did not occur, and questionable pricing and negotiation of destroyer contract modifications; (3) the Navy did not resolve contractual

disputes for over 2 years and maintained no data on ripout and rework BIW actually performed in the construction of cruisers; (4) BIW improperly charged some costs to a cost-reimbursable contract rather than a fixed-price contract; (5) BIW incorrectly charged engineering labor hours to the destroyer-service instead of the destroyer-construction contract, costing the Navy about \$2.5 million; (6) Navy investigations reported that improper charges were due to mistaken interpretations of contract requirements; (7) BIW records lacked sufficient detail to accurately audit whether labor charges were proper; (8) the Navy had difficulty quantifying the adjustment due BIW, as BIW presented no evidence of its attempt to quantify the adjustment to which it believed it was entitled; (9) the Navy was responsible for ensuring that the ultimate impact of the

restructuring was fair and reasonable, but there is no documentation to illustrate how the Navy decided to increase payments by about \$37 million; and (10) the Naval Inspector General's investigative reports had significant factual errors and misleading statements and no supporting working papers.

Open Recommendations to Agencies

Recommendation: The Secretary of the Navy should, in conjunction with the Defense Contract Audit Agency and BIW, provide improved controls over the BIW charging system. This would include a combination of better data on contract charges as well as extensive monitoring of contract charges through employee floor checks.

Status: Action not yet initiated.

Recommendation: The Secretary of the Navy should review and strengthen oversight activities at BIW through

measures such as increased monitoring activities, prompt attention to contract

management issues, and improvements in internal controls.

Status: Action not yet initiated.

Combat Systems: Status of the Navy's Airborne Low Frequency Sonar Program

NSIAD-91-208, 08/21/91 GAO Contact: Martin M. Ferber, (202)275-6504

Background

GAO reviewed the Navy's Airborne Low Frequency Sonar system, focusing on the: (1) impact the system will have on SII-60F and SH-60B antisubmarine warfare helicopters' operational effectiveness; and (2) status of the program.

Findings

GAO found that the: (1) system's added weight will impact the SH-60B helicopter's operational effectiveness in carrying out its antisubmarine warfare mission and could limit the potential for

adding additional systems to the helicopter, but the weight of the SH-60F helicopter is not expected to change significantly because the sonar system will replace an existing dipping sonar system; (2) system's space requirements could seriously impair SH-60B search and rescue and medical evacuation missions if the sonar system has to be removed before the helicopter can be equipped with a stretcher; (3) program is currently more than 1 year behind schedule; and (4) Navy will revise the \$1.2-billion program cost estimate when it decides which signal processor to use and awards the contract.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to assess the trade-offs in the operational effectiveness of the SH-60B helicopter that would be necessary due to the additional weight of the Airborne Low Frequency Sonar and other currently planned systems. This assessment should be used as the basis for decisions on SH-60B mission configurations.

Status: Action not yet initiated.

Submarine Combat System: BSY-2 Development Risks Must Be Addressed and Production Schedule Reassessed

IMTEC-91-30, 08/22/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO identified technical risks in the Navy's SSN-21 Seawolf attack submarine's AN/BSY-2 (BSY-2) automated combat system, focusing on: (1) software and hardware development, design, testing, and integration; and (2) the use of independent verification and validation.

Findings

GAO found that: (1) the BSY-2 combat system will largely dictate SSN-21 effectiveness, costing \$1.4 billion for development and production of the first three systems and involving over 3 million lines of software code; (2) development, integration, and testing of the combat system within the original 4-year development schedule will be

difficult, since over 2 million lines of code will be written in relatively new Ada programming language; (3) a 1-year delay in completing the Critical Design Review further compressed the already tight development schedule; (4) the Navy based system development and production decisions on incomplete test and evaluation results; (5) late government-witnessed testing has left

the Navy with limited time and flexibility to identify specific problems and bring them to the attention of the contractor for resolution without affecting system delivery; (6) the Navy did not ensure that major software component retesting was adequate to verify that other portions of such components were not adversely affected by software changes; (7) the contractor is experiencing problems in meeting start-up requirements in using a new standard Navy signal processor and preliminary estimates indicate that processing capacity may be inadequate; and (8) the Navy recently developed and implemented an independent verification and validation plan that meets federal guidance.

Open Recommendations to Congress

Recommendation: The House and Senate Appropriations and Armed Services Committees should not fund any additional systems beyond the first three until the Secretary of Defense certifies that the initial BSY-2 is sufficiently developed and tested and can provide assurance that the system will satisfy mission requirements.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretary of

the Navy to: (1) determine the impact of the risks GAO identified on the performance, cost, and current delivery schedule for the combat system; (2) adjust its current development approach, as warranted; and (3) report the results of the assessment and planned actions to mitigate these risks to the House and Senate Armed Services and Appropriations Committees.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should direct the Secretary of the Navy to ensure that central guidance on unit-testing is developed and issued for use by all BSY-2 programmers and software engineers.

Status: Action not yet initiated.

Research, Development, Acquisition, and Procurement

Issue Area Summary:

Research, Development, Acquisition, and Procurement

Impact of GAO's Work

The Department of Defense (DOD) is the largest buying entity in the world, awarding 56,000 contracts daily. Procurement accounts combined with research, development, test, and evaluation comprise almost half of the DOD budget each fiscal year. Congressional interest in this area is high not only because of the size of the appropriations but because it is continually fraught with serious management problems.

Our work focuses on evaluating the effectiveness and efficiency of defense research, acquisition, and procurement processes, practices, and procedures that cross service boundaries. This includes detecting and preventing abusive, wasteful, and fraudulent acquisition and procurement practices. Much of our work concentrates on how affordability is considered in new DOD acquisition initiatives as well as those required by legislation. Additionally, we evaluate whether the appropriate linkages exist between the threats, strategies, requirements, and budgets.

Our reports and testimonies have significantly influenced monetary benefits as well as program policy changes. For example, our work led the Congress to reduce DOD spending by approximately \$5 billion related to the cost of the operation of Desert Shield/Storm. Also, DOD has initiated regulatory changes to address systemic weaknesses that caused inflated contract prices and unreasonable contractor costs. DOD has taken other actions to comply with certain laws, such as the Truth in Negotiations Act. In addition, over \$20 million in defective pricing has been referred for fraud investigation to the Defense Criminal Investigation Service or the Department of Justice.

Our work regarding the test and evaluation of weapon systems pointed out numerous times when the DOD has not adequately considered the risk of advancing weapon systems with known or potential shortcomings through the acquisition process.

Our work on the defense technology and industrial base disclosed weaknesses in DOD's policies and plans to adequately ensure access to the technology and industry capabilities necessary in the changing military and economic security environment.

Progress by DOD and congressional actions in implementing many of the recommendations resulting from the work discussed above has been good. While DOD acts on many of our recommendations quickly, it takes the Department longer to act on many others because making changes to DOD regulations or policy that have broad implications is sometimes slow.

Key Open Recommendations

In previous reports, we have stressed the need for an improved approach to defense industrial base data collection and coordination, especially regarding the subcontractor levels of production. This information is necessary for DOD to properly plan and be in a position to take appropriate action regarding the industrial/technology base. This planning needs to take into account such factors as the economic trends and technology security implications of procuring items and components of major weapon systems from foreign sources.

One of our recent reports addressed DOD's use of foreign sources for critical components of its weapons systems, the extent of foreign dependencies, and their significance for national security. We concluded that the overall extent of foreign sourcing and dependency are unknown because, among other things, DOD has only limited information on foreign sources of supply at the lower tiers of the supplier base. We also pointed out that no criteria have been established for determining what the levels of foreign dependency tolerance should be for various items and what actions DOD could or should take to reduce the associated risks. We recommended that the Secretary of Defense determine the key issues and policy questions for which information is needed, develop a plan for a viable management system to provide visibility on foreign dependencies for critical weapon systems' components throughout the lower production tiers, and submit within a reasonable time a program proposal to the Congress for effectively addressing the key issues and policy questions. (GAO/NSIAD-91-93, see p. 133.)

Products With Open Recommendations: Research, Development, Acquisition, and Procurement

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Contract Pricing: Material Prices Overstated on Ground/Vehicular Laser Locator Designators

NSIAD-88-25, 10/13/87 GAO Contact: Paul F. Math, (202)275-4587

Background

GAO reviewed the pricing of an Army contract for Ground/Vehicular Laser Locator Designators to determine whether the: (1) contractor complied with the Truth in Negotiations Act in providing accurate, complete, and current cost or pricing data; and (2) contracting officer negotiated fair and reasonable prices.

Findings

GAO found that the contractor overstated target prices by \$2,339,601, including overhead and profit, because

it: (1) failed to disclose current materiel prices; (2) made a computation error; and (3) failed to disclose an updated bill of materiel. GAO also found that contract prices were overstated by an additional \$1,777,396, including overhead and profit, because the contracting officer: (1) did not rely on an audit recommendation regarding anticipated materiel price reductions between the contractor and its vendors; and (2) accepted escalation on materiel costs that the contractor had based on firm vendor quotations.

Open Recommendations to Agencies

Recommendation: The Commander, U.S. Army Missile Command, should initiate action to recover these funds from the contractor.

Status: Action in process. The U.S. Army Missile Command is in the process of responding to the Inspector General's request for action. The contractor has claimed substantial offsets which are currently being reviewed by the Defense Contract Audit Agency (DCAA). DCAA has reviewed the contractor's offset claim and issued a report in August 1990 supporting earlier findings.

Contract Pricing: GBU-15 Bomb Components Overpricing

NSIAD-89-10, 11/02/88 GAO Contact: Paul F. Math, (202)275-4587

Background

GAO reviewed an Air Force procurement for components for the GBU-15 Modular Guided Weapon System, to determine whether the contractor complied with the Truth in Negotiations Act and provided accurate, complete, and current cost data.

Findings

GAO found that the contractor: (1) did not disclose accurate, complete, and

current pricing information for seven materiel items, resulting in contract overpricing of \$1,008,854; (2) allegedly orally disclosed lower vendor prices for three materiel items, but could not provide any supporting evidence; (3) agreed that it did not disclose lower available prices for three other materiel items, but did not believe that the nondisclosure resulted in contract overpricing; and (4) agreed that the contract was overpriced for the remaining item.

Open Recommendations to Agencies

Recommendation: The Commander, Ogden Air Logistics Center, should initiate action to recover the overstated materiel prices from the contractor.

Status: Action in process. The Department of Justice has notified the contractor of its intent to pursue recovery through the False Claims Act. Action is in process to collect overcharges from the contractor.

Procurement: DOD Efforts Relating to Nondevelopmental Items

NSIAD-89-51, 02/07/89 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a legislative requirement, GAO evaluated the Department of Defense's (DOD) efforts to ensure that it fulfilled its supply requirements through procurement of nondevelopmental items (NDI) to the maximum practicable extent.

Findings

GAO found that: (1) DOD was reviewing and revising its directive on commercial acquisition to promote NDI acquisition and to authorize publication of an NDI manual, but delayed issuance of the directive and manual because Office of the Secretary of Defense personnel had not devoted enough time to NDI-related efforts; (2) the draft directive and manual, as well as a draft pamphlet on market analysis, were informative and would be useful to DOD personnel; (3) DOD did not have data to show how much or what kinds of NDI it procured or whether such procurements had increased; (4) although DOD provided NDI training for program managers, contracting officials, and other personnel, the training was limited in terms of lecture time devoted to NDI and the number of personnel trained; and (5) industry officials expressed

concern that competitive purchases of commercial items by the government could later unfairly cause contractors to lose exemptions from cost or pricing data requirements based on established catalog or market prices. GAO reviewed other claimed impediments to DOD procurement of NDI, including: (1) short-sighted policies and practices regarding government rights to technical data; (2) inappropriate and inconsistent use of various contract provisions; and (3) inappropriate use of military specifications.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should take actions to ensure that data are collected to measure and report on the nature and trends of NDI procurement. Decisions regarding the type and extent of data to be collected should be based on the associated costs and benefits to be derived.

Status: Action in process. DOD has stated that it will establish a data base to measure progress in the acquisition of NDI. In July 1991, DOD awarded a contract intended to develop an implementation plan for a measurement system and approach relating to NDI acquisition. Action should be completed

by late 1991. In addition, the Office of the Secretary of Defense (OSD) is now collecting data on the number of military specifications converted to commercial types of descriptions.

Recommendation: The Secretary of Defense should take actions to ensure that a Defense Acquisition Regulatory Council (DARC) case is established to determine if a regulatory change is needed relating to exemptions from cost or pricing data requirements based on established catalog or market prices. That is, DARC should examine whether changes to the regulations are needed to ensure that contractors do not face possible loss of such exemptions only because the amount of previous sales of the same type of items to the government based on adequate price competition exceeds established regulatory thresholds.

Status: Action in process. OSD prepared a proposed revision to the Federal Acquisition Regulation to incorporate this recommendation. The proposed changes, which DOD says "streamline and simplify the current requirements," were published in the Federal Register in September 1990. The regulatory public council is reviewing the extensive public comments on the proposed changes.

Test and Evaluation: Reducing Risks to Military Aircraft From Bird Collisions

NSIAD-89-127, 07/13/89 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO reviewed the services' (1) testing of military aircraft to reduce losses and damages resulting from bird collisions; and (2) development and use of nonflammable hydraulic fluid to reduce fire risks.

Findings

GAO found that: (1) between 1983 and 1987, military aircraft collided with birds over 16,000 times, causing the loss of 9 aircraft, 6 crew member fatalities, and \$318 million in damage; (2) the services' specifications for testing jet engines against bird collisions served as guidance, rather than as requirements, resulting in the services not always requiring testing or using analytical

methods which fully tested against known bird hazards; (3) jet engine testing methods did not always reflect the sizes and numbers of birds that could be ingested; (4) the services did not test airframes to identify and minimize vulnerability to bird collisions; (5) military oversight of engine testing against bird collisions was typically limited to monitoring; and (6) little documentation existed to evaluate the effectiveness of tests against bird collisions. GAO also found that: (1) between 1965 and 1986, hydraulic fluid fires during aircraft accidents have caused at least 5 crew member fatalities, 19 injuries, and \$237 million in lost aircraft; (2) the Air Force has developed a nonflammable hydraulic fluid which is not compatible with existing aircraft hydraulic systems; and (3) costs of the

Air Force's attempts to develop the nonflammable fluid and new components for hydraulic systems exceeded \$21 million through September 1988.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should require the services to revise test specifications to reflect the sizes and the number of birds actually colliding with military aircraft.

Status: Action in process. The specification revision schedule slipped to accommodate acquiring sufficient data. The revision is to be available for review by the services and industry by August 1993 with final publication in December 1993.

Contract Pricing: Defense Contractor Contributions to the Software Productivity Consortium

NSIAD-89-74, 07/24/89 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO reviewed selected defense contractors' classification of independent research and development (IR&D) expenses, focusing on whether the contractors could classify an industry consortium's activities and member companies' contributions as IR&D expenses.

Findings

GAO found that: (1) the Department of Defense (DOD) allowed member companies to treat their contributions to the consortium as manufacturing and production engineering expenses because the consortium's activities enhanced the production process but were not for resale; (2) some consortium activities would be more appropriately classified

as IR&D; (3) there was no evidence that the consortium's activities improved member companies' internal manufacturing and production capabilities; and (4) all but one of the member companies charged their entire consortium contributions to overhead accounts other than IR&D.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct DOD personnel to determine whether: (1) the Software Productivity Consortium's actual activities meet the federal acquisition

regulation criteria for IR&D or manufacturing and production engineering; and (2) member companies have properly classified their contributions to the consortium.

Status: Action in process. The Defense Contract Audit Agency (DCAA)

conducted a nationwide review of the consortium. The Defense Criminal Investigative Service (DCIS) is performing a review of the consortium. The DCAA audit is complete, but a draft report has not been issued pending coordination with DCIS.

DOD Warranties: Effective Administration Systems Are Needed to Implement Warranties

NSIAD-89-57, 09/27/89 GAO Contact: Michael E. Motley, (202)275-8400

Background

GAO reviewed the Department of Defense's (DOD) administration of its warranty program for 48 weapons system contracts, focusing on the extent to which the military services: (1) had effective warranty administration systems; and (2) performed DOD- and service-required cost-effectiveness analyses.

Findings

GAO found that: (1) DOD delegated responsibility for warranty administration to the military services, which have not fully established effective warranty administration and evaluation systems; (2) DOD did not actively oversee the services' progress in establishing effective warranty administration systems, and functioned in a reactive mode to deal with issues raised by audit groups and other interested organizations; (3) the Navy issued several general instructions and regulations for warranty administration, but did not provide detailed implementing directives, define roles and responsibilities, or establish overall

procedures and controls; (4) the Air Force issued June 1988 guidance defining administrative procedures and responsibilities and estimated that it would implement an automated warranty tracking and management system by November 1991; (5) the Army was experiencing difficulties in implementing its defined warranty administration responsibilities and procedures; (6) the services' procurement activities either did not perform the required cost-effectiveness analyses or performed analyses that did not adequately support conclusions that warranties were cost-effective, resulting in the activities not considering waivers for warranties that were not cost-effective; and (7) the procurement activities did not perform post-warranty evaluations to determine the warranties' benefits, and lacked the information necessary to ensure that warranties were cost-effectively accomplishing their purposes.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should expand his oversight role in warranty administration by establishing milestones for the services to meet in implementing effective warranty administrative systems or making changes to correct deficiencies in present systems. Periodic progress reports on achievements and problems being experienced should be required from the services.

Status: Action in process. Contract administration activities, including warranties, have been consolidated in the DOD's recently formed Defense Contract Management Command. The Office of the Secretary of Defense (OSD) is in the process of obtaining information from the military services on their experience gained from using warranties.

Recommendation: The Secretary of Defense, as part of the oversight role, should ensure that the services consider the use of waivers as viable options when it can be shown that a warranty is not cost-effective.

Status: Action in process. Procurement officials from the military departments and the Defense Logistics Agency have discussed warranty waivers in

interdepartmental staff meetings. OSD has not issued a memorandum on the application of warranty waivers. The Office of the DOD Inspector General is

in the process of assisting OSD in deciding what actions will be taken.

Defense Production Act: Offsets in Military Exports and Proposed Amendments to the Act

NSIAD-90-164, 04/19/90 GAO Contact: Michael E. Motley, (202)275-8400

Background

Pursuant to a congressional request, GAO reviewed: (1) the interagency process used to prepare the 1988 report on offsets in military exports; (2) the use of economic models to measure the impact of offsets; and (3) information on proposed amendments to the Defense Production Act.

Findings

GAO found that: (1) agencies used an informal process to prepare the 1988 offsets report because they had no guidelines or written procedures; (2) the report summarized new data on prime contractors, but did not include any analysis of that data; (3) the report basically restated the findings of three

prior reports to Congress and reproduced previous analyses based on case studies related to industrial competitiveness, employment, and international trade; (4) the methodology used to prepare the report did not identify the effect of offsets on specific critical industries; (5) differing agency views may have significantly affected the 1988 and previous reports' conclusions; and (6) proposed legislative amendments would better provide for the inclusion of differing views in the annual offsets report.

Open Recommendations to Congress

Recommendation: Congress may wish to consider amending section 309(b) of the

Defense Production Act to better provide for the disclosure of significant differing agency views. Specifically, Congress may wish to provide that agencies participating or consulting in developing the offsets report will have their significant differing views included in the report without performing additional studies or analyses.

Congressional Action: S. 1379, a bill to reauthorize and amend the Defense Production Act of 1950, includes the recommendation. The committee report (101-368) refers to both the report and recommendation. Final action on this recommendation will take place on or about the end of 1991.

Test and Evaluation: The Director, Operational Test and Evaluation's Role in Test Resources

NSIAD-90-128, 08/27/90 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO reviewed the tasks of the Office of the Director, Operational Test and Evaluation (DOT&E), focusing on the

Director's: (1) role as chairman of the Test and Evaluation Committee; and (2) use of early operational assessments.

Findings

GAO found that: (1) the Deputy Secretary of Defense appointed the director as chairman of the Test and Evaluation Committee to be responsible

for planning, programming, and budgeting for development test resources; (2) DOT&E statutes did not prohibit its use of early operational assessments; (3) the director attempted to redefine the Department of Defense's (DOD) perspective on test and evaluation and to emphasize the use of early operational assessments; and (4) performing early operational assessments when production representative test articles are not available could fill a void in the availability of actual operational test and evaluation results.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should keep development and operational testing independent and separate by ensuring that the Director, Operational Test and Evaluation, provides advice only to those committees or councils that are responsible for the planning, programming, and budgeting of development test resources.

Status: Action in process. DOD plans to issue a charter for the Defense Test and Evaluation Steering Group that is to define roles and responsibilities for managing test resources within DOD. This charter is expected to define the DOT&E role in test resource management. As of late 1991, the charter had not been issued.

Recommendation: The Director, Operational Test and Evaluation, should perform oversight and policy functions by reviewing test plans and results and making recommendations to the Secretary of Defense so that test resource needs are given appropriate consideration.

Status: Action in process. As a part of the GAO ongoing review of the DOD Central Test and Evaluation Investment Program, GAO is evaluating the DOT&E role in the Resource Enhancement Program. GAO will evaluate whether DOT&E is performing oversight and policy functions or managing the program. This program's objective is to acquire test resources for operational testing.

DOD Procurement: Cost-Per-Copy Service Can Reduce Copying Costs

NSIAD-90-276, 09/28/90 GAO Contact: Donna M. Heivilin, (202)275-8412

Background

Pursuant to a congressional request, GAO evaluated the viability of the cost-per-copy (CPC) service concept, focusing on the Department of Defense's (DOD) and the General Services Administration's (GSA) use of CPC.

Findings

GAO found that: (1) several military components purchased CPC services, but the terms and conditions varied by contract; (2) DOD and GSA did not provide agencies with guidance on the factors to consider in establishing contract terms; (3) Army and Navy cost feasibility studies concluded that conversion to CPC service significantly

reduced copying costs; (4) DOD and GSA guidance for conducting cost feasibility studies was inadequate; (5) military officials perceived numerous advantages and disadvantages associated with CPC service; (6) DOD and GSA could further expand their CPC services within military departments and across agency lines; (7) DOD and GSA did not have a central source of information on existing CPC service contracts to identify CPC service availability; (8) industry views on the government's use of CPC ranged from ready acceptance of the concept to a lack of interest in participating in future contracts; and (9) copier firms' representatives and industry associations identified suggestions that

they believed could improve CPC service for the government.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense and the Administrator of General Services should jointly study the implications of various CPC contract terms, particularly with regard to the number of option years, the number and ranges of production volume bands, and vendor-furnished supply and maintenance requirements. Guidance should be based on procurement and administration of CPC service experiences of the military departments, GSA, and other civil agencies. DOD and

GSA should use the resulting information to provide guidance for agencies to use in establishing terms for their specific contracts.

Addressee: Department of Defense

Status: Action in process. The action officer has been assigned. DOD and GSA will jointly study the implication of the various contract terms.

Addressee: General Services Administration

Status: Action in process. Action is jointly being worked out with DOD. A detailed progress report should be available by spring 1992.

Recommendation: The Secretary of Defense should direct the Secretaries of the Army, Air Force, and Navy to use CPC service as a procurement option

along with other traditional options and select its use when it is the most economical to the government.

Status: Action in process. The action officer has been assigned. GSA agreed to develop a Federal Property Management Regulation to assist agencies in deciding if CPC is appropriate. The estimated completion date is December 1992. DOD plans to provide guidance after the regulation is issued.

Recommendation: The Secretary of Defense and the Administrator of General Services should identify opportunities to competitively award single vendor contracts for leased and purchased copiers that include terms similar to those in CPC service contracts.

Addressee: General Services Administration

Status: Action in process. Action is jointly being worked out with DOD. A detailed status report should be available by spring 1992.

Recommendation: The Administrator of General Services should publish and distribute catalogs and price lists to government copier managers to help them identify the availability of CPC service.

Status: Action in process. Instructions on how to obtain information on contracts are included on the computer bulletin board. Contract information is to be published.

Industrial Base: Significance of DOD's Foreign Dependence

NSIAD-91-93, 01/10/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) dependency on foreign sources for critical components of its weapon systems, focusing on the M1 Abrams tank and the F/A-18 Hornet fighter aircraft.

Findings

GAO found that: (1) DOD did not know the overall extent of foreign sourcing or dependency and their significance for national security; (2) DOD had limited information on foreign supply sources at the lower tiers of the supply base; (3) there were no criteria for determining the appropriate maximum tolerance levels for foreign dependency and DOD actions to reduce the associated risks; (4) DOD had little awareness of the extent

of foreign sourcing or dependency beyond the prime contractors and their immediate subcontractors; (5) DOD program officials were not required, and took no special action, to track foreign sourcing or dependency; (6) several Abrams tank components continued to be foreign dependent, and DOD did not award contracts or subcontracts to domestic sources because of availability, quality, and cost considerations; (7) even if DOD were willing to pay the higher prices of domestic suppliers, they would be unable to satisfy DOD total requirements due to production capacity constraints; (8) DOD planned to develop a second domestic source for the F/A-18 aircraft's foreign-dependent ejection seat; (9) such policy goals as the standardization and interoperability of weapon systems and equipment with North Atlantic Treaty Organization

allies and the desire to minimize the cost of weapon systems limited DOD use of Buy American restrictions; and (10) DOD had ongoing efforts to improve its information on the U.S. defense industrial base and revise acquisition directives and procedures.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should, after consulting with other agencies and private-sector experts and considering existing studies regarding critical technologies, critical and strategic industries, and foreign dependencies, determine the key issues and policy questions for which information is needed.

Status: Action in process. DOD cites a number of activities currently under

way to determine key issues and policy questions regarding the industrial base. It cites the Critical Technologies Plan and the "Report to Congress on the Defense Industrial Base: Critical Industries Planning," another plan not yet completed, and the National Defense Manufacturing Technology Plan, which will address key issues.

Recommendation: The Secretary of Defense should, after consulting with other agencies and private-sector experts and considering existing studies regarding critical technologies, critical and strategic industries, and foreign dependencies, develop a plan for a viable management information system to provide visibility on foreign

dependencies for weapon system components throughout the lower production tiers.

Status: Action taken not fully responsive. DOD stated that it has serious reservations regarding the development of a data base and data collection system on the foreign content of every DOD weapon system end item, subassembly component, and piece part. DOD cited cost and difficulties in collecting this information, such as the Paperwork Reduction Act. However, DOD misconstrued the recommendation, which only applied to critical items.

Recommendation: The Secretary of Defense should, after consulting with other agencies and private-sector experts

and considering existing studies regarding critical technologies, critical and strategic industries, and foreign dependencies, submit, within a reasonable time, a program proposal to Congress for effectively addressing the key issues and policy questions.

Status: Action in process. DOD cited a number of activities currently underway to determine key issues and policy questions regarding the industrial base. It cited the Critical Technologies Plan and the "Report to Congress on the Defense Industrial Base: Critical Industries Planning," another plan not yet completed, and the National Defense Manufacturing Technology Plan, which will address key issues.

Defense Procurement: Not Providing Technical Data May Limit Defense Logistics Agency Competition

NSIAD-91-53, 01/30/91 GAO Contact: Paul F. Math, (202)275-4587

Background

GAO provided information on the: (1) extent to which the Defense Logistics Agency's (DLA) Defense General Supply Center (DGSC) improperly classified solicitations as full and open competition; and (2) actions needed to ensure that future DGSC contract awards are based on full and open competition.

Findings

GAO found that: (1) DGSC classified less than 2 percent of 1,047 contracts it awarded during one quarter as based on less than full and open competition; (2) analysis of 100 randomly selected contracts indicated that about 49 percent of the solicitations gave only part numbers as item descriptions, which was

inconsistent with full and open competition; (3) DGSC did not include the relevant descriptive information in 10 percent of those solicitations, although complete data were available; (4) in 17 percent of the solicitations, complete data were available but considered proprietary; (5) incomplete data were available for 46 percent of the solicitations, and no data were available for 27 percent of the solicitations; (6) DGSC included a standard clause in its part-numbered solicitations requiring bidders to submit data on the items, even when such data were unnecessary; (7) procurement officials did not always know when data were available, and the military services did not always identify the available data for items DGSC procured; and (8) in February 1990, DLA revised its instructions to require review

and approval of solicitations that did not provide bidders with access to complete, unrestricted technical data for the procured items.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should instruct the Director, DLA, to revise the DLA standard products-offered clause for use in solicitations for part-numbered items and take other steps needed to: (1) ensure that such solicitations more clearly describe the nature and extent of technical data actually available to the government; (2) make such data available to potential offerors when this would be in the government's best interest and is permitted by law and

regulations; and (3) eliminate any unnecessary data submission requirements on potential offerors, such as when complete but proprietary information is available to the government.

Status: Action in process. DLA is revising the "products offered" clause and will develop procedures for procurement and technical personnel for procuring code and part-numbered items. This action should be completed in late 1991.

Recommendation: The Secretary of Defense should instruct the Director, DLA, to ensure that Commerce Business Daily notices for part-numbered solicitations at DGSC more clearly identify the nature and extent of technical data available to the government and the extent to which potential offerors may appropriately

have access to such data. DLA should also determine the extent to which this problem exists at other DLA centers and take any needed corrective actions.

Status: Action in process. DLA is developing procedures to describe available data in the Commerce Business Daily. DLA is also establishing a team, including personnel at its centers, to review and incorporate changes as appropriate. This action should be completed in late 1991.

Recommendation: The Secretary of Defense should require the military services and other Department of Defense components to ensure the completeness of technical data transferred or identified (for purposes of ensuring access) along with the transfer of purchasing responsibility for items when the government is reported to have complete, unrestricted technical

data for items. At a minimum, the Secretary should: (1) emphasize the importance of providing DLA personnel access to all available technical data for competition on items at the time of the transfer of purchasing responsibility; and (2) ensure the existence and use of adequate internal controls regarding this matter.

Status: Action in process. The basic strategy is for the services to push full technical data packages to DLA and the General Services Administration (GSA) for those items expected to experience procurement action within 24 months of transfer, and where competitive data packages have already been developed by the services. Drawings not initially provided by this plan and subsequently required to support DLA/GSA procurements will be processed by the services.

Contract Pricing: Defense Subcontract Cost-Estimating Problems Are Chronic and Widespread

NSIAD-91-157, 03/28/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO evaluated the Defense Contract Audit Agency's (DCAA) assessments of contractor estimating systems, focusing on: (1) subcontractor cost estimates; (2) corrections to subcontract estimating deficiencies; and (3) Department of Defense (DOD) administrative contracting officers' enforcement against contractors that did not comply with the revised cost-estimating regulation. GAO also conducted a case study on DOD vulnerability to excessive costs due to subcontract estimating problems.

Findings

GAO found that: (1) 83 of 101 contractors that DCAA assessed had subcontract estimating deficiencies that required corrective action; (2) prime contractors failed to adequately conduct or disclose subcontract evaluations, and their bids did not consider likely vendor reductions; (3) 64 of the 83 contractors failed to correct previously identified deficiencies in a timely manner; (4) DOD lacked adequate controls to ensure compliance with regulations on subcontract pricing; (5) DOD administrative contracting officers used sanctions infrequently; and (6) its case study showed overpricing that was

equivalent to 75 percent of the amount negotiated in the prime contract.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should designate subcontract pricing as a material internal management control weakness in accordance with the Federal Managers' Financial Integrity Act of 1982 (FMFIA). This designation would increase the public accountability of DOD managers and motivate them to establish or strengthen controls in an area where significant overpayments have occurred.

Status: Action in process. DOD is evaluating the corrective actions underway at the 42 contractor locations

that have inadequate estimating systems. Based on its findings, DOD will decide if subcontract pricing should be

identified as a material internal control weakness in its FMFIA-related annual statement of assurance.

Government Contracting: Reimbursement of Foreign Selling Costs

NSIAD-91-1, 06/07/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a legislative requirement, GAO assessed the effect of legislation providing for the reimbursement of Department of Defense (DOD) contractors for costs they incurred in promoting the export of U.S. defense industry products, focusing on whether the implementing regulations provided appropriate: (1) incentives to stimulate exports and provide cost savings; and (2) criteria to ensure that allowable costs would provide future cost savings to the government.

Findings

GAO found that: (1) 1989 DOD appropriation and authorization acts provided for a 3-year trial period for allowing reimbursement for export promotion costs; (2) 35 of 36 surveyed defense businesses indicated that foreign selling cost reimbursement was unlikely to stimulate exports of defense industry products; (3) none of the businesses believed that the 110-percent reimbursement ceiling significantly

affected their foreign marketing decisions; (4) the reimbursement policy did not appear to greatly influence the businesses' expenditure levels or budget projections; (5) the Congressional Budget Office's study of the budgetary impact of foreign sales cost reimbursement concluded that such reimbursement would cost the government from \$80 million to more than \$300 million, and that it was unlikely that foreign sales would increase sufficiently to offset those costs; (6) review of the overhead claims of 12 defense businesses indicated that the ratio of foreign selling costs to foreign sales was significantly higher than the ratio of domestic selling costs to domestic sales; (7) most of those 12 businesses believed that government reimbursement for foreign selling costs would improve their competitive position in foreign markets; and (8) before the U.S. government started reimbursing contractors for foreign sales costs, foreign customers reimbursed those costs when businesses allocated them to the foreign contracts.

Open Recommendations to Congress

Recommendation: Congress should allow section 2324(f)(5) of title 10, United States Code, to cease to be effective in 1991 as provided in the legislation.
Congressional Action: Legislation which makes foreign selling costs allowable expires September 30, 1991. If the law expires, the GAO recommendation becomes operable.

Open Recommendations to Agencies

Recommendation: If Congress does not extend the subject legislation, the Secretary of Defense should take appropriate steps to have the federal acquisition regulation (FAR) amended to make foreign selling costs unallowable on U.S. government contracts. The regulation should make it clear that foreign selling cost are allowable on foreign sales contracts to the extent that they meet the other FAR tests for allowability.
Status: Action not yet initiated.

Defense Procurements: Two ADP Solicitations Unnecessarily Restrict Competition

IMTEC-91-36BR, 07/09/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a legislative requirement, GAO reviewed selected Department of Defense (DOD) computer procurements to determine whether they included any barriers to full and open competition for U.S. computer suppliers, focusing on the: (1) Air Force's procurement of the Tactical Air Force Workstation (TAF-WS); and (2) Army's procurement of the Lightweight Computer Unit (LCU).

Findings

GAO found that the: (1) solicitations for the Air Force TAF-WS and the Army LCU procurements included 12 specifications that restricted competition by specifying requirements in terms of solutions rather than in functional terms or by requiring a brand-name product;

(2) Air Force and the Army adequately justified 9 of the 12 restrictive specifications; (3) three unjustified specifications required all TAF-WS units to have the same hardware architecture, operating system, and compilers, and required LCU to use brand-name products to physically connect the computer to other devices and make the computer more user-compatible; and (4) Air Force did not thoroughly evaluate alternative approaches to a restrictive specification for achieving efficient and effective software maintenance.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should direct the Secretaries of the Air Force and Army to: (1) suspend

the TAF-WS and LCU contracts, respectively; (2) amend the solicitations to state the Air Force's and Army's needs in functional terms; and (3) conduct new competitions.
Status: Action not yet initiated.

Recommendation: After evaluating the results of the competitions and considering the costs of terminating the contracts, the Air Force and Army should either award new contracts and terminate the existing ones, or reinstate the existing contracts, whichever is in the best interests of the government.

Addressee: Department of the Air Force
Status: Action not yet initiated.

Addressee: Department of the Army
Status: Action not yet initiated.

Contract Pricing: Defense Contract Audit Agency's Estimating Reports Can Be Improved

NSIAD-91-241, 08/01/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO evaluated 101 Defense Contract Audit Agency (DCAA) reports reviewing defense contractors' cost-estimating systems.

Findings

GAO found that: (1) DCAA has a key role in assessing the adequacy of contractor estimating systems and correcting significant and widespread estimating deficiencies; (2) the DCAA estimating-system reports that identified subcontract-estimating deficiencies did not always demonstrate and emphasize

to administrative contracting officers and contractors the need to correct such deficiencies; (3) many DCAA reports did not illustrate the potential cost impact of the identified deficiencies or include the required recommendations for disapproving inadequate systems; (4) as a result of GAO efforts, DCAA increased emphasis on ensuring that it included appropriate recommendations in

estimating-system reports when it identified significant deficiencies; and (5) DCAA officials began monitoring all estimating survey and follow-up reports after February 12, 1991, to ensure compliance with the DCAA audit manual.

Open Recommendations to Agencies

Recommendation: So that DCAA audit reports adequately reflect the need to correct estimating deficiencies, the Director, DCAA, should emphasize to DCAA field audit offices the importance of providing examples of cost impact to demonstrate the significance of the deficiencies cited.

Status: Action not yet initiated.

Recommendation: The Director, DCAA, should monitor estimating-system survey and follow-up reports until improvements are noted in field audit offices' compliance with regulatory requirements for recommending disapproval of contractor systems containing significant estimating deficiencies.

Status: Action not yet initiated.

Defense Management: DOD's Plans to Consolidate Printing

NSIAD-91-268, 08/01/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) plans to consolidate the Army's, Air Force's, and the Defense Logistics Agency's (DLA) printing and duplicating functions into the Navy Publishing and Printing Service (NPPS).

Findings

GAO found that: (1) the Navy estimated that NPPS consolidation will save about \$41 million for the 338 activities included in its preliminary report; (2) since specific information regarding NPPS study results was not available, savings estimates were largely dependent on a number of cost-reduction

and cost-structure assumptions; (3) consolidation implementation decisions will be made after October 1, 1991, when NPPS becomes the central DOD manager for printing and duplicating services; (4) a \$20-million increase to the NPPS Capital Purchases Program is anticipated in fiscal year (FY) 1992 for new equipment purchases; (5) the proposed consolidation could affect the amount of printing procured through the Government Printing Office (GPO), since NPPS would make decisions on whether to print work in-house or contract through GPO; and (6) commercially procurable work could be more expensive under the consolidation, since DOD components would be required to send their commercial printing

requirements through NPPS to GPO, rather than directly to GPO.

Open Recommendations to Congress

Recommendation: While DOD believes that the consolidation of printing and duplicating functions may result in some savings, it has not demonstrated, at this point, that such savings will be realized. Congress should consider not providing the \$20 million in investment funds until answers are provided to the above questions, especially those regarding how the savings will be achieved, which plants will be reduced or eliminated, and what equipment will be purchased under the proposed consolidation.

Status: Action not yet initiated.

Government Contracting: Using Cost of Capital to Assess Profitability

NSIAD-91-163, 08/16/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO: (1) evaluated the effectiveness of the government's current method of assessing contractors' profitability levels; and (2) identified other methods that might better identify appropriate levels of defense contractors' profitability.

Findings

GAO found that: (1) government use of the return on assets measure to assess the profitability of defense contractors is beneficial because it recognizes how government financing can affect contractors' levels of profitability, but it fails to distinguish between firm- and segment-level risk, which can vary significantly; (2) the cost-of-capital measure, used along with other financial measures, would eliminate the requirement that defense contractors' profitability be compared solely with that of other companies, thereby reducing concerns about whether firms are comparable; (3) using both accounting measures would provide a more valid picture of a company's

financial health, since each measure considers a different side of the balance sheet; (4) studies comparing the profitability of government contracts with that of commercial durable goods manufacturers could provide useful information on appropriate profitability levels, but several of the studies used inappropriate groupings that could have distorted the results of the conclusion drawn from such a comparison; (5) if appropriate segment-level data were collected, the cost of capital could be computed for groups of defense industries as a principal indicator of the return required by those groups over time; (6) policymakers could assess defense profitability trends and determine when changes to policies or other regulations were needed to ensure that individual industry groups had adequate profitability levels over time if cost of capital were used in conjunction with return on invested capital; and (7) the framework of data for assessing the relationship between risk and profitability is not in place, because financial data are not publicly available on a recurring basis for just those

segments of a company that perform government work.

Open Recommendations to Congress

Recommendation: Congress should enact legislation to require government contractors to annually report segment-level financial data to enable policymakers to measure the profitability and the cost of capital for assessing the financial health of the defense industry.

Status: Action not yet initiated.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should develop procedures to add the cost-of-capital concept to its analytical framework for assessing the profitability levels of the defense industry over time. This implementation would require that the data, specific to the segment doing defense work in each company, be gathered on a recurring basis.

Status: Action not yet initiated.

Defense Contracting: Terminating Major Weapons Contracts for the Government's Convenience

NSIAD-91-255, 08/30/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO provided information on the Department of Defense's (DOD) procedures for terminating contracts for the convenience of the government.

Findings

GAO found that: (1) federal regulations governing contract terminations for convenience, including termination clauses and allowable costs, have changed only slightly over the last decade; (2) DOD termination procedures implement and supplement federal regulations or satisfy particular needs of the specific military service and do not conflict with federal regulations; (3)

convenience termination procedures are unique to the government; (4) planned changes to DOD convenience termination procedures are generally intended to address administrative matters and to streamline existing regulations; (5) DOD does not have specific criteria for identifying potential candidates for termination or for determining which weapons systems, if any, should be terminated, but DOD uses an approach in evaluating weapon systems progress that helps identify systems experiencing problems; and (6) modifications to the existing DOD cost reporting system could be made to provide more reliable termination cost estimates for major weapon systems.

Open Recommendations to Agencies

Recommendation: Although the Contract Fund Status Report provides some information on potential termination costs, the Secretary of Defense should modify it to provide DOD management more accurate information for decisionmaking. To obtain more reliable contract termination cost estimates, the Secretary of Defense should identify and adopt the necessary cost-effective improvements to the existing cost reporting system. As a minimum, consideration should be given to expanding the reporting coverage and identifying the types of termination cost information from contractors.

Status: Action not yet initiated.

Tactical Missile Acquisitions: Understated Technical Risks Leading to Cost and Schedule Overruns

NSIAD-91-280, 09/17/91 GAO Contact: Paul F. Math, (202)275-4587

Background

Pursuant to a congressional request, GAO examined missile acquisition programs to determine: (1) whether they are meeting their cost and schedule goals; and (2) why some programs fail to meet those goals.

Findings

GAO found that: (1) all 12 of the missile systems reviewed experienced cost and

schedule overruns; (2) the unit or total acquisition cost estimates for 9 of the 12 systems have increased by 20 percent or more, and the scheduled completion dates for all 12 systems were extended; (3) optimistic planning assumptions by program officials were a common factor underlying major overruns because program offices often develop cost and schedule estimates that do not adequately reflect the risks associated with the program's design, development,

and production; (4) Department of Defense (DOD) independent technical risk assessments did not adequately reflect the risks associated with program design, development, and production; (5) DOD recently implemented revised regulations and procedures designed to improve technical risk management; (6) good internal controls are essential to achieving the proper conduct of government business with full accountability and serve as checks and

balances against undesired actions; and (7) a 1989 study of weapon system cost and schedule trends found that tactical missiles experienced the highest total growth of any class of systems examined.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should ensure that the Defense Research and Engineering Directorate independently review program office

technical risk assessments. The Secretary should also ensure that the results of these technical reviews be reflected in the Cost Analysis Improvement Group's cost analyses.
Status: Action not yet initiated.



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Foreign Economic Assistance

Issue Area Summary: Foreign Economic Assistance

Impact of GAO's Work

In 1992, the United States will spend nearly \$18 billion for economic assistance to meet critical U.S. foreign policy objectives and development needs and provide food and refugee aid. The recent unexpected and dramatic changes in world geo-political relationships between the U.S. and the Soviet Union will require new approaches in responding to emerging critical needs.

Our foreign economic assistance reviews are widely focused, including U.S. bilateral economic assistance programs carried out by organizations, such as the Agency for International Development (AID), the Peace Corps, the Overseas Private Investment Corporation, and the Department of Agriculture, which administers the Public Law 480 Food for Peace Program. We also evaluate U.S. participation in various international organizations, such as the United Nations and its agencies; the World Bank; and regional development banks in Asia, Africa, Latin America, and Europe. In addition, we assess direct and indirect programs to provide humanitarian assistance to refugee populations and U.S. activities to address the international dimension of emerging issues, such as the drug problem, external debt, and health and population issues.

We have issued numerous reports on the need to strengthen (1) internal controls over bilateral assistance funds and commodities; (2) management of AID project implementation, contracting, and decentralized operations; and (3) host country participation through policy reform and increased ability to absorb assistance provided. AID and other agencies have generally been receptive to implementing our recommendations regarding the need to improve the management of bilateral and multilateral assistance programs. AID has acted on many other recommendations quickly but has taken longer to act on others because changes in agency policies and regulations take time to implement.

We have performed considerable work at the Peace Corps recently, and the Peace Corps has been particularly responsive to our recommendations. It has implemented eight of the nine recommendations in our May 1990 report on Peace Corps operations, leading to improved management of its programs.

Key Open Recommendations

AID

During 1991, we issued a key report addressing the long-standing problems at AID concerning the management of program funds. We reported that foreign assistance funds were obligated, but remain unspent for years. For example, AID's forward funding guidelines generally permit the obligation of funds that will be required for projects within the next year. Nevertheless, we found that nearly \$300 million of the \$2.8 billion in the pipeline of six AID missions we visited was not programmed to be spent within the next 2 years. The report concluded that AID obligates hundreds of millions of dollars more than it can spend within a reasonable period of time and that, in some cases, millions of dollars are obligated but unspent after 8 years or longer. Unrealistic or overstated implementation planning leads to excessive obligation of funds and, in some cases, AID cannot deobligate excess funds in the pipeline because concurrence of the host country is required.

We recommended that AID take steps to deobligate unspent funds if they can no longer be justified. AID agreed to issue guidance requiring all missions and offices to identify excess funds in the pipeline at the end of each fiscal year and to explain why this excess exists. The agency is also preparing guidance to include a standard provision in future AID project agreements that would allow AID to deobligate certain funds. (GAO/NSIAD-91-123, see p. 154.)

Peace Corps

In May 1990, we reported on Peace Corps operations. One recommendation not yet fully implemented deals with the need to improve recruitment of minority volunteers. The Peace Corps has undertaken the development of a minority recruitment plan, and we are following up on the agency actions under an ongoing review. (GAO/NSIAD-90-122, see p. 151.)

The Peace Corps also has responded favorably to our July 1991 report on its health care system. The agency is evaluating the plan for improving the health care system and has stepped up efforts to inform all former volunteers of health care entitlements. (GAO/NSIAD-91-213, see p. 158.)

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Drug Control: U.S.-Supported Efforts in Colombia and Bolivia

NSIAD-89-24, 11/01/88 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a legislative requirement, GAO evaluated the scope, purpose, and effectiveness of U.S. narcotics control efforts in Colombia and Bolivia.

Findings

GAO found that U.S.-supported crop control, enforcement, and interdiction efforts in Colombia and Bolivia have not produced major reductions in coca and marijuana production and trafficking, and it is questionable whether the efforts will achieve major reductions in the near future. GAO found that Colombia's large-scale efforts have had little effect due to the: (1) unprecedented level of violence associated with narcotics control; (2) lack of an enforceable extradition treaty with the United States for narcotics offenses; (3) general reluctance of the Colombian military forces to become involved in narcotics enforcement; and (4) lack of

safe and effective means of chemically eradicating coca. GAO also found that Bolivia's efforts have had little effect due to: (1) the lack of clear legislation in Bolivia outlawing coca cultivation and supporting government control and eradication programs; (2) an inexperienced and ineffective special narcotics police force; (3) limited Bolivian government funding for program objectives; and (4) generalized corruption. In addition, GAO found that the Department of State's Bureau of International Narcotics Matters (INM): (1) did not systematically evaluate program and project performance to assess progress against established goals and objectives or to redirect activities; and (2) does not have guidelines which clearly establish the responsibility for ensuring that INM units perform evaluations. GAO also found that the Agency for International Development's development and narcotics awareness programs in Bolivia have not been

effective due to the unwillingness or inability of the Bolivian government to introduce and implement effective coca control and enforcement measures.

Open Recommendations to Agencies

Recommendation: The Assistant Secretary of State for International Narcotics Matters should: (1) issue clear guidelines on the responsibility for conducting program and project evaluations; (2) establish an evaluation schedule; and (3) establish procedures to ensure that scheduled evaluations are performed.

Status: Action in process. A nine-person Policy, Planning, and Evaluation unit has been established within INM. A draft evaluation plan has been developed and is expected to be finalized by spring 1992. Evaluations continue to be conducted through headquarters field assistance visits and embassy reporting.

Foreign Aid: Issues Concerning U.S. University Participation

NSIAD-89-38, 04/11/89 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed efforts by the Agency for International Development (AID) and the Board for International Food and Agricultural Development (BIFAD) to

implement title XII of the Foreign Assistance Act of 1961, which encourages the involvement of U.S. land-grant, sea-grant, and eligible universities in AID development activities, focusing on: (1) the impact of changes in the AID budgetary and administration

environments on title XII implementation; (2) procurement issues that hinder title XII implementation; and (3) whether there has been improvement in AID-university efforts to increase commitment to supporting

international agricultural development activities.

Findings

GAO found that title XII project activity declined between 1982 and 1988, and officials believe that the downward trend will continue because of: (1) a decrease in the primary funding source for title XII activities; (2) changing congressional and AID priorities; and (3) the reluctance of some AID staff to use title XII universities. GAO also found that: (1) neither AID nor BIFAD accurately tracked title XII activities; (2) AID has not submitted required annual reports to Congress since 1984; (3) although AID has issued several impact studies on university-implemented projects, the studies do not fully discuss all issues pertinent to title XII; (4) AID did not require its contracting officers to evaluate university compliance with the National Association of State Universities and Land Grant Colleges' principles regarding international development activities; (5) BIFAD has not developed a comprehensive register of title XII universities which it could

use to match university capabilities with AID needs; (6) AID was reluctant to use set-asides limiting contractor competition for title XII projects to title XII universities because it did not have confidence in universities' capabilities and did not want to limit competition; and (7) the AID set-aside procurement mechanism was not consistent with statutory competition requirements.

Open Recommendations to Agencies

Recommendation: The Administrator, AID, in consultation with BIFAD, should develop a means of accurately tracking and reporting title XII project activities. **Status:** Action in process. AID reorganized BIFAD operations in October 1990, placing it under a new organization, the Center for University Cooperation. The decision was made to expand applicability to other areas besides agriculture.

Recommendation: The Administrator, AID, in consultation with BIFAD, should make an evaluation of title XII projects, to include university performance, and

distribute the results to AID missions and title XII universities.

Status: Action in process. BIFAD initiated the study in 1989, but due to funding and personnel problems, it was not completed. AID reorganized BIFAD operations in October 1990, placing it under a new organization, the Center for University Cooperation. The decision was made to expand applicability of this recommendation to other areas besides agriculture.

Recommendation: BIFAD should place priority on developing a comprehensive and current registry of university resources to facilitate its ability to match university capabilities with AID needs.

Status: Action in process. BIFAD has begun soliciting needed information from universities. Some universities have already provided the information. However, AID reorganized BIFAD operations in October 1990 under a new organization, the Center for University Cooperation. The decision was made to expand applicability of this recommendation to other areas besides agriculture.

Foreign Economic Assistance: Better Controls Needed Over Property Accountability and Contract Close Outs

NSIAD-90-67, 01/22/90 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) contracting and procurement system, focusing on AID procedures for: (1) maintaining accountability for both AID-owned and cooperating-country-titled nonexpendable property in the possession of contractors; and (2) closing

out and auditing expired contracts in conformance with federal and AID contracting policies and regulations.

Findings

GAO found that: (1) AID did not adequately comply with its regulations requiring accountability for project-funded nonexpendable property in the

possession of its contractors and did not know the value or condition of the property or whether the property was properly disposed of at contract completion; (2) AID missions did not keep such records because of a lack of priority for project-funded property accountability, failure of contractors to submit annual and final inventory reports, and inadequate closure of

completed contracts; (3) although the AID Inspector General identified the lack of accountability in 1984 and recommended that AID establish an accounting system for this property, AID made no progress in establishing the system; (4) although AID directed its missions to establish contract close-out and audit procedures similar to those it used in Washington, many missions either did not establish adequate procedures or did not perform close-outs; (5) AID could not accurately identify the extent to which it audited its expired contracts; (6) AID was in the process of implementing a new contract information system to keep track of contract expiration dates, audit dates and contract close-out dates; and (7) the latest AID internal control assessment report cited the lack of adequate audit coverage, but did not address the

inadequate property accountability or the lack of adequate contract close-outs.

Open Recommendations to Agencies

Recommendation: To correct areas of vulnerability, the Administrator, AID, should develop an inventory of AID-owned and cooperating-country-titled nonexpendable property in the possession of contractors and, based on the significance of this inventory, develop and implement an appropriate system for the proper accountability and control of such property.

Status: Action in process. As an alternative to inventorying AID-owned and cooperating-country-titled nonexpendable property, AID will extrapolate the total inventory from a representative sample of such property

at 8 to 10 missions. Based on the estimated inventory, AID will develop policy and implement a system to control nonexpendable property. Although AID intends to complete action, it has not extracted the sample.

Recommendation: To correct areas of vulnerability, the Administrator, AID, should ensure that its new contract information system is used to keep track of the extent that expired contracts are being closed out and audited for both AID/Washington and the overseas missions.

Status: Action in process. The new AID Contract Management Information System has been designed to keep track of the extent that expired contracts are being closed out and audited. The new system is in the process of being installed worldwide.

Foreign Assistance: AID's Population Program

NSIAD-90-112, 05/01/90 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) Population Program, focusing on: (1) program policy, goals, and strategy; (2) program resources and management; and (3) program accomplishments.

Findings

GAO found that: (1) despite congressional policies and objectives designed to reduce high population growth rates, AID had no projects directed toward motivating couples to limit their family size; (2) the program,

implemented by 43 units within AID, lacked overall management or oversight authority and responsibility; (3) because AID lacked a system to provide overall program management above the project level, AID management lacked sufficient information to make sound, fundamental decisions about resource allocations and program priorities; (4) AID did not evaluate the impact of its population assistance in meeting legislative objectives or the priority development needs of recipient countries; (5) AID evaluations were unsystematic, uncoordinated, uneven, and had relatively little influence on project design and management; (6) according to

AID, its efforts improved the safety, effectiveness, and acceptability of several contraceptive methods; (7) AID reported that some previously reluctant governments adopted policy reforms and undertook family planning programs; and (8) AID provided training and technical assistance to many program administrators, and equipment and technical support to medical schools and clinics.

Open Recommendations to Agencies

Recommendation: To improve program evaluation, the Administrator, AID,

should direct that an overall program impact evaluation be performed, along with country-specific impact evaluations in those countries with large programs.

Status: Action in process. AID intends to develop an impact evaluation project for fiscal year 1992. AID performed an

impact evaluation for Kenya and plans evaluations for other countries.

Peace Corps: Meeting the Challenges of the 1990s

NSIAD-90-122, 05/18/90 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Peace Corps' operations and activities.

Findings

GAO found that the Peace Corps: (1) was unable to make significant progress in attaining a congressional mandate of 10,000 volunteers; (2) did not fully implement mechanisms to attract volunteers with scarce skills, such as doctors, veterinarians, education specialists, and crop extension agents; (3) relied heavily on recruitment methods it used to attract generalists; (4) despite failing to provide career paths or adequate incentives to recruiters to seek scarce-skill volunteers, instructed its overseas staff not to request volunteers with scarce skills; (5) met nearly 100

percent of the requests for generalists, but filled only about 60 percent of requests for individuals with scarce skills; (6) did not consistently develop adequate assignments for volunteers; (7) needed to attract more minorities to serve as volunteers so that it would accurately reflect the diverse U.S. population; (8) until recently, had few minorities in upper-level management to serve as recruitment role models; and (9) did not devote consistent efforts or significant resources to give returned volunteers the opportunity to teach Americans about foreign cultures.

Open Recommendations to Agencies

Recommendation: The Director, Peace Corps, should follow through on his efforts to develop a long-term strategy to

attract more minorities. This strategy should include realistic minority goals for volunteers and staff, a concerted effort to deal with the perception of minorities that the Peace Corps is a white, middle-class institution, the provision of better demographic information to recruiters, better training, and targeted advertising and recruitment campaigns to attract minorities.

Status: Action in process. The Peace Corps has appropriated funds to gather demographic data and increase targeted ads. It is developing a minority recruitment plan. GAO is following up on this matter as part of another Peace Corps review.

Foreign Assistance: AID Can Improve Its Management of Overseas Contracting

NSIAD-91-31, 10/05/90 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) contract and procurement system,

focusing on AID: (1) overseas contracts that were subject to full and open competition requirements; and (2) ability to plan and effectively manage its procurement of goods and services.

Findings

GAO found that: (1) the average award time for full and open competition was 6 months or less at 5 missions, and 8 and 9 months at 2 missions; (2) according to

the AID competition advocate, the 6- to 9-month time frame could disrupt project implementation if project designers did not properly plan and realistically schedule procurements; (3) inadequate procurement planning impeded the overseas contracting process; (4) AID often did not prepare procurement plans during project design or did not provide sufficient detail; (5) several factors contributed to poor planning, including inadequate baseline data, agencywide requirements, training, and officer participation; and (6) the procurement organizational structure at AID overseas missions divided responsibilities between contracting and program offices, which resulted in nonprofessionals making key procurement decisions during project design and implementation and inadequate control and oversight over acquisitions.

Open Recommendations to Agencies

Recommendation: The Administrator, AID, should strengthen mission procurement planning by developing a

procurement planning model for overseas operations, which includes the development of baseline data on the actual time required for major procurement actions and standard formats for procurement plans. **Status:** Action in process. AID is developing standard formats for procurement plans and plans to amend the handbooks to provide baseline data on time requirements for different types of procurement.

Recommendation: The Administrator, AID, should strengthen mission procurement planning by ensuring that project officers and mission management receive procurement-related training necessary to effectively design and manage programs.

Status: Action in process. AID has established a committee, chaired by the Competition Advocate, to reformat existing training courses to better emphasize procurement.

Recommendation: The Administrator, AID, should improve procurement management by: (1) placing host country and direct contracting responsibilities

within one office; and (2) requiring that the senior contracting officer at overseas missions report to the deputy mission director.

Status: Action in process. As an alternative to placing host country and direct contracting responsibilities under one office, AID has issued guidance requiring contracting officer involvement in host country contracts. The organizational placement of contracting officers is still under review.

Recommendation: The Administrator, AID, should enhance the independence of overseas contracting officers by requiring that annual performance ratings of overseas contracting officers be reviewed and approved by the agency's procurement executive.

Status: Action in process. This recommendation is currently under study. The agency, however, is committed to the goal of enhancing the independence of overseas contracting officers.

Internal Controls: AID Missions Overstate Effectiveness of Controls for Host Country Contracts

NSIAD-91-116, 02/11/91 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) policies and procedures for host-country contracting, focusing on whether AID missions in Bangladesh, Egypt, Jordan, and Pakistan accurately reported the status of internal controls for host-country contracts.

Findings

GAO found that: (1) AID required each of the missions to test and rate selected controls as satisfactory, unsatisfactory, or not applicable at least once during a 3-year review cycle; (2) 45 percent of 47 controls missions rated as satisfactory or not applicable during 1988 and 1989 assessments should have been rated as

unsatisfactory; (3) missions rated some controls as satisfactory or not applicable without sufficient justification or despite negative information that should have resulted in an unsatisfactory rating; and (4) such inaccurate reporting of the status of internal controls adversely affected AID headquarters ability to monitor implementation of key oversight requirements for host country contracts

and resulted in lost opportunities to correct mission-specific control weaknesses.

Open Recommendations to Agencies

Recommendation: The Administrator, AID, should ensure that overseas missions provide complete and accurate reports on internal control weaknesses.

Status: Action in process. AID is sponsoring a special training program on internal controls for its Washington staff. AID also plans to strengthen the internal control function as part of its pending reorganization. There will be a separate internal control office established in late 1991.

Promoting Democracy: National Endowment for Democracy's Management of Grants Needs Improvement

NSIAD-91-162, 03/14/91 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

GAO reviewed the National Endowment for Democracy's programs and operations, focusing on the Endowment's: (1) evaluations and reports of program effectiveness and results; (2) grantees' compliance with financial controls and administrative procedures; and (3) Board of Directors' role in providing oversight and direction over Endowment activities.

Findings

GAO found that: (1) the Endowment successfully developed an expanding worldwide grants program but did not give adequate attention to systematically planning program objectives and assessing program results; (2) most core grantees did not provide final evaluations of their overall annual grants and did not use evaluations to establish future plans; (3) discretionary grantees did not successfully implement Endowment evaluation procedures; (4) Endowment staff had not increased their capability to evaluate and verify results of grant programs; (5) the Endowment's Board of Directors did not actively monitor Endowment evaluation and oversight of grantee programs; (6)

grantees and foreign subrecipients did not comply with key Endowment financial and internal controls; (7) foreign subrecipients' noncompliance with financial controls resulted in commingling and misuse of Endowment funds, and questionable use of administrative funds; and (8) Endowment procedures did not ensure grantee compliance because of insufficient progress reports and audit coverage.

Open Recommendations to Agencies

Recommendation: The Endowment is responsible to the U.S. Information Agency (USIA) for compliance with procedures to ensure that grant funds are used for purposes intended by the enacting legislation. USIA should ensure that the Endowment's Board of Directors improves its capability to evaluate and report on the effectiveness of the Endowment by identifying more specific and measurable goals and priorities, including specific budget targets for individual regions and countries.

Status: Action in process. Estimated completion date: 06/92. The Endowment's Board of Directors

established an evaluation committee. A new position was created for an evaluation coordinator who joined the staff on May 13, 1991. The Endowment will create a strategy document with long-term goals and objectives, and a new annual priorities document to identify specific goals, priorities, and budget targets for individual regions and countries.

Recommendation: The Endowment is responsible to USIA for compliance with procedures to ensure that grant funds are used for purposes intended by the enacting legislation. USIA should ensure that the Endowment's Board of Directors improves its capability to evaluate and report on the effectiveness of the Endowment by including in annual reports to Congress an assessment of Endowment program results for the past year based on Endowment goals and priorities.

Status: Action in process. Estimated completion date: 06/92. The Endowment will report in its annual reports on the degree to which it was successful in allocating resources as planned in its annual priorities documents, and include analyses of individual projects' accomplishments and multi-project

evaluations of completed projects with similar characteristics.

Recommendation: The Endowment is responsible to USIA for compliance with procedures to ensure that grant funds are used for purposes intended by the enacting legislation. USIA should ensure that the Endowment's Board of Directors improves its capability to evaluate and report on the effectiveness of the Endowment by establishing a capability to: (1) independently evaluate selected core and discretionary grantee programs; (2) assist grantees to develop more specific and measurable evaluation objectives; and (3) review grantees' and subrecipients' compliance with evaluation procedures.

Status: Action in process. Estimated completion date: 06/92. The Endowment plans to: (1) increase on-site visits by program officers and require a written plan before the visit; (2) develop standards for conducting independent evaluations; (3) revise procedures, develop a uniform format for proposals, and provide written guidelines to grantees on how to develop and measure objectives; (4) review and revise evaluations procedures; and (5) improve communication.

Recommendation: The Endowment is responsible to USIA for compliance with procedures to ensure that grant funds are used for purposes intended by the enacting legislation. USIA should ensure that the Endowment's Board of Directors requires progress reports to include more detailed information that will enable the Endowment to better monitor compliance with financial controls.

Status: Action in process. Estimated completion date: 06/92. The Endowment will require that information regarding selected key financial control mechanisms be included in progress reports.

Recommendation: The Endowment is responsible to USIA for compliance with procedures to ensure that grant funds are used for purposes intended by the enacting legislation. USIA should ensure that the Endowment's Board of Directors develops a detailed plan and strategy for conducting reviews and audits of core and discretionary grantee administrative costs and monitoring and verifying compliance by foreign subrecipients.

Status: Action in process. Estimated completion date: 06/92. The Endowment plans to: (1) develop a plan to improve audit coverage to include compliance testing of foreign subrecipients; (2) improve communication with grantees;

(3) increase staff time for monitoring and followup to ensure effective implementation of procedures; (4) increase monitoring of core grantee administrative cost; and (5) request each core grantee to designate someone to coordinate oversight.

Recommendation: The Endowment is responsible to USIA for compliance with procedures to ensure that grant funds are used for purposes intended by the enacting legislation. USIA should ensure that the Endowment's Board of Directors revises grant agreements to: (1) explicitly require independent financial audits of foreign recipients, including tests of compliance with grant terms and conditions; and (2) clarify foreign subrecipients' responsibilities for complying with financial controls.

Status: Action in process. Estimated completion date: 06/92. The Endowment plans to: (1) revise grant agreements to reflect new audit requirements and make explicit those that apply to foreign subrecipients; (2) revise grant agreements to clarify foreign subrecipients' compliance responsibilities; and (3) require a written agreement between the U.S. grantee and the foreign subrecipient, and consider waiving it only in special cases of risk.

Foreign Assistance: Funds Obligated Remain Unspent for Years

NSIAD-91-123, 04/09/91 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO examined the Agency for International Development's (AID) economic assistance pipeline, focusing on the funds six AID missions obligated for

development assistance and economic support but had not yet expended.

Findings

GAO found that: (1) 44 of the 103 sampled projects at the missions had excess funds totalling \$296.2 million, with the percentage of excess funds at individual missions ranging from 5 to 21

percent; (2) excess funding in the pipeline could be higher than GAO estimated, since funding calculations were based on mission estimates of planned spending; (3) 28 percent of other AID missions had over 3 years of funding in their pipelines, and about 9 percent of the funds in the pipelines was obligated in fiscal year 1984 or earlier; (4) \$8 million at the 6 missions were obligated for projects that completed all funded activities by September 1989 or earlier; (5) unrealistic or overstated implementation plans were the primary reason that 22 of 44 projects had excess funds in the pipelines, totalling \$823 million as of September 30, 1989; (6) circumstances that AID could not control, such as delays by host governments, contributed to excess funding; (7) of some excess funds in the pipelines, were caused primarily by problems in mission contracting and procurement; and (8) AID made limited use of its statutory authority to

deobligate funds from slow or stalled projects, partly because host countries must agree to deobligation.

Open Recommendations to Agencies

Recommendation: The Administrator, AID, should review the justifications for not deobligating funds in projects that have passed their terminal date and deobligate the funds that can not be justified, beginning with the \$8 million GAO identified.

Status: Action in process. Some of the funds have been deobligated, but final deobligations are made at the end of the fiscal year.

Recommendation: The Administrator, AID, should require all missions and offices to identify excess funds in the pipeline at the end of each fiscal year and provide the rationale as to why this excess exists, and if the rationale is not

consistent with AID guidance take the necessary steps with the host government to deobligate the funds. **Status:** Action in process. Final guidance is being drafted.

Recommendation: The Administrator, AID, should require that future AID project and program agreements include a standard provision stating the conditions under which AID could unilaterally deobligate certain assistance funds (such as in the case of long delayed projects). U.S. national interests, political considerations, or constraints regarding the reprogramming of earmarked funds, may affect the extent to which AID actually uses this management tool; nevertheless, a standard provision in the agreements would provide leverage to get some projects or programs moving in the right direction.

Status: Action in process. Draft language is being reviewed.

Foreign Assistance: Progress in Implementing the Development Fund for Africa

NSIAD-91-127, 04/16/91 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) administration of the Development Fund for Africa (DFA) to determine whether: (1) DFA provided a stable source of development assistance funding; (2) AID implemented DFA according to congressional policy guidance; (3) administrative changes improved the delivery of development assistance; and (4) evaluation planning would measure the fund's impact on African development.

Findings

GAO found that: (1) DFA provided a stable source of development assistance funding for sub-Saharan Africa; (2) total U.S. economic assistance in Africa was lower in fiscal year (FY) 1990 than in FY 1987 due to decreases in other types of economic assistance, such as economic support funds and food aid; (3) consistent with congressional guidance, AID concentrated DFA resources in African countries that demonstrated a willingness to undertake economic policy reforms; (4) an exemption from Buy-American procurement source rules did

not lead to major improvements in project management, since AID did not permit missions to take full advantage of it; (5) the absence of functional accounts improved needs-based planning and encouraged AID deobligation of funds in marginal projects; and (6) AID did not adequately describe appropriate evaluation approaches and techniques for missions to use in analyzing relevant baseline and monitoring data, or methods for evaluating the sustainability of DFA programs and projects.

Open Recommendations to Agencies

Recommendation: The Administrator, AID, should direct the Africa Bureau to evaluate DFA procurements to date to determine whether AID Buy American guidance was too restrictive. If this evaluation shows that the timeliness or appropriateness of procurement actions has not improved, the Administrator should revise DFA procurement guidance to take greater advantage of the flexibility Congress provided.

Status: Action in process. AID Africa Bureau will evaluate field missions' understanding of 1988 DFA procurement guidance. The results will be used to refine/modify DFA guidance to ensure congressional intent is being met.

Recommendation: The Administrator, AID, should direct the Africa Bureau and the Program and Policy Coordination Bureau to develop and provide missions with additional guidance for measuring the impact of DFA. Specifically, the guidance should: (1) describe appropriate approaches or

techniques for missions to use in analyzing relevant baseline and monitoring data; and (2) address issues that missions should consider in evaluating the sustainability of DFA programs and projects.

Status: Action in process. At the May 1991 Africa Bureau mission directors' conference, a session was held to discuss evaluation and tracking the sustainability of program results. AID also plans to revise Bureau evaluation guidance to address the recommended issues.

Foreign Assistance: AID Can Improve Its Management and Oversight of Host Country Contracts

NSIAD-91-108, 05/29/91 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) policies and procedures for host country contracting for technical assistance services, construction services, and commodities at AID missions in Bangladesh, Egypt, Jordan, and Pakistan, focusing on: (1) whether project officers overseeing individual contracts supported the use of host country contracting; (2) whether AID assessed each host country agency's contracting capabilities prior to using a host country contract; (3) how AID determined whether the expected benefits of host country contracting were being achieved; and (4) whether AID monitoring and oversight of host country contracts was effective.

Findings

GAO found that: (1) project officers noted that the host country contracts regarding level of competition, price, and quality they managed compared favorably with AID direct contracts, but the contract process for host country contracts was significantly slower than for direct contracts; (2) project officers noted that host country contracts were generally more suitable for the procurement of construction services than AID direct contracts, since host country agencies were in a better position to obtain work permits and authorizations from local government agencies, and more likely to receive favorable judgments in local courts involving contractor or subcontractor noncompliance; (3) AID conducted a capability assessment for only 1 of the 103 host country contracts at the project design phase and for only one-fourth of all contracts after the project design phase; (4) the Egypt and Pakistan

missions' capability assessments were superficial and included few specifics on the host agency's capability to award contracts, review invoices, and audit contractor records; (5) AID failed to measure or assess the achievement of principal expected benefits of host country contracting; (6) although senior missions officials discounted institution building and reduced administrative burden benefits of host country contracting, acknowledging only the increased sense of project ownership, project officers stated that all three benefits were achieved; and (7) each mission extensively monitored the contracting process, disbursed contract funds, and assumed responsibility for conducting contract audits, but failed to provide appropriate audit coverage.

Open Recommendations to Agencies

Recommendation: The Administrator, AID, should ensure that missions fully comply with recently issued AID guidance on conducting capability assessments.

Status: Action not yet initiated.

Recommendation: The Administrator, AID, should determine whether institution building and other expected benefits of host country contracting have been achieved on specific contracts and use the results of such evaluations to help guide future contracting decisions.

Status: Action not yet initiated.

Recommendation: The Administrator, AID, should develop specific audit requirements for host country contracts, such as the need to periodically audit cost-reimbursable contracts or to include cost audits as part of close-outs when appropriate.

Status: Action not yet initiated.

Recommendation: The Administrator, AID, should require detailed plans for audit in project papers.

Status: Action not yet initiated.

Recommendation: The Administrator, AID, should issue specific guidance on the cognizant audit process for U.S. contractors and encourage missions to use this process for all three types of contract audits.

Status: Action not yet initiated.

Recommendation: The Administrator, AID, should establish a unified system for requesting, tracking, and coordinating host country contract audits.

Status: Action not yet initiated.

Experts and Consultants: Weaknesses in Hiring Process at State's Office of Inspector General

GGD-91-60, 06/24/91 GAO Contact: Bernard L. Ungar, (202)275-5074

Background

Pursuant to a congressional request, GAO examined whether the Department of State's Office of Inspector General (OIG): (1) omitted references to itself in an annual oversight report to Congress in a deliberate attempt to conceal internal problems; and (2) inappropriately hired and paid experts and consultants.

Findings

GAO found that: (1) OIG reasons for deleting the expert appointment references stemmed from concerns about premature reporting and misunderstandings among OIG staff; (2) the evidence did not indicate that OIG omitted the reference to deliberately conceal internal problems; (3) in the future, OIG plans to not include an assessment of its own operations when

auditing State; (4) State's Bureau of Personnel approved the appointments of 24 experts without a clear explanation from OIG as to the experts' duties; (5) some of the experts' duties did not appear to require an expert, and only 5 of the 24 appointees were qualified to be appointed as experts; (6) State does not perform periodic personnel management evaluation; (7) State's OIG and its Office of Acquisitions improperly awarded all 12 consulting contracts since they failed to follow federal contracting regulations and did not award the contracts on the basis of full and open competition; and (8) in recognition of possible problems, the Inspector General suspended further procurement of consulting services in March 1990, and as of February 1991, the problems were still in effect.

Open Recommendations to Agencies

Recommendation: The Secretary of State should, in conjunction with the Inspector General, designate an appropriate group to review annually OIG expert and consultant activities. The results of that review should be provided directly to Congress.

Status: Action not yet initiated.

Recommendation: The Inspector General, Department of State, should ensure that all OIG positions are accurately described in official position statements.

Status: Action in process. State OIG completed establishing accurate descriptions for GM-15 positions and is beginning work on GS-13 and GS-14 descriptions.

Recommendation: The Secretary of State should ensure that periodic personnel management evaluations are made of the Bureau of Personnel.
Status: Action in process. State is beginning to do personnel management evaluations but has not yet focused specifically on the Bureau of Personnel.

Recommendation: The Secretary of State should direct responsible offices to develop an effective system to ensure that the statutory limit on compensation received by retired Foreign Service officers reappointed by State is followed.
Status: Action taken not fully responsive. Action cited was only that two offices would coordinate. Coordination of offices was not the problem in that they have the same data

base of information. State still needs to combine the relevant information (annuity and salary payments data) to determine where reemployed annuitants stand against their compensation limits.

Recommendation: The Secretary of State should direct appropriate officials to work with the Office of Personnel Management (OPM) to establish an effective system for monitoring payments made to Foreign Service annuitants reemployed by other federal agencies.
Status: Action taken not fully responsive. State cited the OPM offer to match data bases and said it would be too expensive. No alternative action was cited.

Recommendation: The Director, OPM, should work with State to establish an effective system for monitoring payments made to Foreign Service annuitants rehired by federal agencies other than State.

Status: Action in process. OPM has offered to assist State in matching the Foreign Service retirement annuity rolls against the Central Personnel Data File. However, State has not yet requested such assistance.

Recommendation: The Secretary of State should direct the Office of Financial Operations to improve documentation of contract vouchers to ensure complete and proper support for payments made.
Status: Action not yet initiated.

Peace Corps: Long-Needed Improvements to Volunteers' Health Care System

NSIAD-91-213, 07/03/91 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed the Peace Corps' health care system for its volunteers, focusing on whether: (1) volunteers received a level of health care comparable to what they would have received in the United States; and (2) former volunteers with service-related medical conditions were aware of and receiving their health care entitlement.

Findings

GAO found that: (1) 73 percent of former volunteers surveyed were satisfied with the quality of health care that Peace Corps medical officers provided; (2) the Peace Corps health care system did not ensure that volunteers received

approximately the same level of care available in the United States; (3) the Peace Corps did not follow its selection policy for hiring medical officers, provide adequate in-house training, or provide sufficient procedures for monitoring their activities; (4) due to inadequate guidelines and controls, some medical officers contracted by the Peace Corps were not qualified to provide the level of health care required by the specific conditions of a country, were unfamiliar with or untrained in Peace Corps diagnostic and treatment procedures, and provided care that was beyond their competence or that violated Peace Corps guidelines; (5) the Peace Corps did not subject its health care system to a medical review by an independent accrediting organization; (6) although

former Peace Corps volunteers are entitled to Federal Employees Compensation Act (FECA) benefits for service-related health problems, and the Peace Corps described such benefits in its volunteer manual, many former volunteers were not aware of their benefit entitlements; (7) the Peace Corps inadequately assisted former volunteers in filing their FECA claims; and (8) the Peace Corps took such corrective actions to improve its health care system as improving the FECA system, providing medical officer orientation funds, planning an independent medical review, conducting annual training conferences, instituting an improved monitoring form to emphasize quality-of-care issues, procedures, and developing a informational benefits video.

Open Recommendations to Agencies

Recommendation: The Director, Peace Corps, should follow through on the initiatives announced and those it has begun to implement, including a plan to institute an independent evaluation by the Joint Commission on Accreditation of Healthcare Organizations or a similar

organization, to improve the Peace Corps' health care system.

Status: Action in process. The agency plans to complete the evaluation in 1992.

Recommendation: The Director, Peace Corps, should inform all former volunteers of the FECA entitlement. Returned Peace Corps volunteer groups, the National Council for Returned

Volunteers, and the Peace Corps publications sent to former volunteers could be used to disseminate this information.

Status: Action in process. The agency issued a handbook describing how to file claims and distributed it to volunteers attending the annual meeting in August 1991. Other actions are in process.

Soviet Refugees: Processing and Admittance to the United States Has Improved

NSIAD-91-245, 07/11/91 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a legislative requirement, GAO evaluated the Department of State's and Immigration and Naturalization Service's (INS) efforts to implement section 599D of the Foreign Operations Appropriations Act for fiscal year (FY) 1990, which requires those agencies to categorize Soviet refugee applicants and give certain applicants an enhanced opportunity to qualify for refugee status, focusing on: (1) whether State and INS implementation of Section 599D and the refugee processing procedures in Moscow and the District of Columbia were effective; (2) whether the INS adjudication process in Moscow was fair, consistent, and conformed with INS guidance; (3) whether the Soviet refugee admissions ceiling would be met for FY 1991; and (4) the status of public interest parole offers being extended to Soviets denied refugee status.

Findings

GAO found that: (1) INS and State began implementing Section 599D on February

1, 1990, applying the new adjudication standards to all category members, including those previously denied refugee status; (2) between October 1989 and April 1991, INS adjudicated about 48,600 category members under Section 599D criteria and approved almost 98 percent of them; (3) INS enlarged the Soviet processing center facility and staffed the units with well-trained personnel; (4) the District of Columbia processing center is fully operational and has expanded processing capabilities; (5) in FY 1991, an international organization began facilitating post-adjudication processing, travel arrangements, and medical screening; (6) overseas Soviet refugee processing costs are expected to be about \$68.5 million less in FY 1991 than in FY 1990, due to centralized processing in Moscow; (7) INS consistently applied its refugee denial process, but INS officers in Moscow improperly granted refugee status based only upon applicants' assertion of a single discriminatory or prejudicial status; (8) State expects to fall short of the FY 1991 Soviet refugee admission ceiling by 10,000 to 15,000

refugees, primarily due to problems refugees are experiencing in obtaining Soviet government exit permission, but recent Soviet emigration legislation and a proposed bilateral arrangement with the Soviet Union should rectify such problems; and (9) although the United States intended offering public interest parole to Soviets denied refugee status only as a temporary measure, such refugees were still being offered this measure as a means of emigrating to the United States.

Open Recommendations to Agencies

Recommendation: Because INS officers in Moscow were not adjudicating category members' refugee claims in accordance with current INS guidance, the Commissioner, INS, should ensure that the adjudication process in Moscow conforms with INS guidance by either: (1) requiring that INS officers in Moscow comply with existing guidance; or (2)

modifying the guidance criteria to more nearly reflect actual practice while remaining consistent with section 599D.

Status: Action in process. The INS Commissioner, in late 1991, issued guidance requiring INS officers in

Moscow to comply with existing refugee adjudication guidance. GAO will monitor implementation.

Cambodia: AID's Management of Humanitarian Assistance Programs

NSIAD-91-260, 08/28/91 GAO Contact: Harold J. Johnson, (202)275-5790

Background

Pursuant to a congressional request, GAO reviewed U.S. humanitarian assistance in areas of Cambodia controlled by the Phnom Penh government and in areas controlled by the Cambodian noncommunist resistance, focusing on whether the Agency for International Development (AID) can provide reasonable assurance that assistance to the resistance groups and others is being used efficiently and effectively and for the purposes intended by Congress.

Findings

GAO found that AID: (1) ability to account for assistance supplied to the Cambodian noncommunist resistance groups has improved, but it cannot verify that all commodities supplied are necessary or used as intended, because officials observe only a few specific activities; (2) continues to rely heavily on largely unverifiable reports from the resistance groups to determine what

commodities are needed and how they are used in Cambodia; (3) has almost no oversight of the use of the \$2 million in humanitarian assistance that Congress directed be provided to children in areas controlled by the Phnom Penh government; (4) has been unable to observe or monitor how the United Nations Children's Fund (UNICEF) is spending funds, and there are indications that some patients are being inappropriately charged for the AID-funded inoculations under the UNICEF program; (5) established bank accounts from which the resistance groups can withdraw funds for specifically approved purposes, but it did not thoroughly document its internal control systems and procedures or review vouchers submitted by the resistance; (6) awarded grants to World Vision and UNICEF without knowing whether their field organizations in Cambodia could meet AID accountability and delivery requirements; and (7) officials expressed concern about their inability to directly or indirectly monitor assistance in

Cambodia and believe that grantees can take a more hands-on approach to managing the programs.

Open Recommendations to Agencies

Recommendation: To increase accountability for the program in Cambodia, the Administrator, AID, should, in addition to limited monitoring by officials at Washington headquarters, require that AID officials in Thailand directly manage grants in areas of Cambodia controlled by the Phnom Penh government.

Status: Action not yet initiated.

Recommendation: Until the Department of State rescinds its prohibition against executive branch officials' travel into Phnom Penh government-controlled areas, the Administrator, AID, should establish a better reporting mechanism to monitor grant activities.

Status: Action not yet initiated.

International Trade and Finance

Issue Area Summary: International Trade and Finance

Impact of GAO's Work

Dramatic changes in the 1980s focused attention on the interdependence of the U.S. economy and its trading partners, on its aggressive new trade competitors, and on the integration of world capital markets. As we enter the 1990s, further dramatic changes are unfolding in the world, such as the economic reforms occurring in the Soviet Union and Eastern Europe, the greater economic integration of the European Community, the expanding economic competitive challenge of the Pacific Rim countries, the development of a North American free trade agreement, the expansion of transborder financial transactions, and the impact of events in the Near East on the world's energy availability. To address these changes and their impact on the U.S. economy, we conducted reviews on the international aspects of trade, energy, and finance.

Our information helped the Congress to decide to extend the President's authority to negotiate trade agreements under the "fast-track" provision; to pass new legislation on foreign direct investment in the United States; to formulate the 1990 farm bill dealing with export promotion and international market development; and to reduce the cost to the United States of participating in agreements on loan restructuring for less developed countries.

Key Open Recommendations

Our March 1991 report dealt with issues that affect the speed and ease with which a foreign visitor can gain entry to the United States and conditions at major U.S. international airports. We recommended that the Secretary of Commerce work with other department heads to speed the clearance process for arriving international air passengers and direct the head of the U.S. Travel and Tourism Administration to consider expanding its Gateway Receptionist Program; and that the Secretary of Transportation request that the National Transportation Facilitation Committee design a comprehensive model plan for providing quality airport services and facilities for foreign visitors. (GAO/NSIAD-91-6, see p. 169.)

In April 1991, we reported on the long-run program costs of the Commodity Credit Corporation's Export Credit Guarantee Programs, also known as GSM 102/103. We found that long-run costs for these programs were high, about \$6.7 billion, or 60 percent of the \$11.2 billion in loan guarantees and accounts receivable, because the Corporation provided loans to high-risk countries. We also found that on average the GSM 102/103 programs were slightly more risky than the highly concessional Public Law 480 food aid program that is targeted to high-risk countries. We recommended that the Secretary of Agriculture lessen long-run costs of GSM 102/103 by reducing the average risk of new guarantees. (GAO/NSIAD-91-180, see p. 170.)

We examined the collection and dissemination of foreign economic data to U.S. businesses and policymakers in our May 1991 report. We identified 7 federal agencies that collect, maintain, and disseminate the majority of these data. We also found that the National Trade Data Bank (NTDB), which was established by the Omnibus Trade and Competitiveness Act of 1988, had made significant progress at becoming a centralized dissemination point for information on foreign economics and trade. We recommended that the Secretary of Commerce direct NTDB officials to add data bases to the Bank from those that we identified at various federal agencies. (GAO/NSIAD-91-173, see p. 170.)

In our May 1991 report, we indicated that Soviet officials believe that U.S. oil companies may be able to assist in reversing the decline in Soviet oil production by providing needed capital and technology through joint ventures. Two 1974 congressional restrictions—the Byrd amendment to the Trade Act of 1974, as amended, and the Stevenson amendment to the Export-Import Bank Act of 1945, as amended—limit the ability of the United States to provide export credit guarantees and insurance to the Soviet Union. These amendments were enacted when the Congress was concerned about subsidizing energy trade with the Soviet Union. In light of the changes in the Soviet Union since 1974, the Congress should reconsider the continued need for these amendments. (GAO/NSIAD-91-214, see p. 172.)

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International Trade and Finance

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Export Promotion: Problems in Commerce's Programs

NSIAD-89-44, 01/26/89 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

In response to a congressional request, GAO reviewed the U.S. and Foreign Commercial Service's (US&FCS) foreign operations and progress in revitalizing U.S. export promotion efforts.

Findings

GAO found that: (1) US&FCS was more responsive to overseas governments and businesses than the Department of State; (2) although the US&FCS budget remained constant, its program costs increased, resulting in staff reductions at overseas posts and reductions in some export promotion activities; (3) the level of participation by some small- and medium-sized business firms decreased because of the elimination of previous government subsidies that encouraged firms to exhibit their goods overseas, and the privatization of some events; (4) a

1980 reorganization of the International Trade Administration (ITA), along with a major realignment, resulted in a substantial number of new assistant-secretary-level positions, compartmentalization of trade activities, and a lack of coordination on trade events requiring joint efforts; (5) ITA had not established formal guidelines outlining various units' duties and responsibilities for planning and executing trade events; (6) the absence of central management authority resulted in poor event selection and inadequate support for some events; (7) overseas posts wasted time in planning and arranging events that were cancelled, resulting in continuous rescheduling; (8) US&FCS developed an automated trade information data base with current marketing and trade information, and expected full implementation by February 1989, with costs totalling \$39.9 million through 1993; and (9) the

US&FCS trade information system would not be fully operational because it was in various stages of development and had many technical, management, and resource problems.

Open Recommendations to Agencies

Recommendation: The Secretary of Commerce should direct the Under Secretary for International Trade to establish a process to evaluate the trade show certification program's effectiveness in meeting congressional and ITA export promotion objectives of expanding the volume of exports by small- and medium-sized and new-to-export/new-to-market firms.

Status: Action in process. ITA has begun collecting the necessary data for its evaluation that is anticipated to be completed in late 1991.

Problems With Commerce's Worldwide Commercial Information Management System

T-NSIAD-90-6, 11/01/89 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

GAO discussed the U.S. and Foreign Commercial Service's (US&FCS) Commercial Information Management System (CIMS). GAO noted that CIMS (1) development funds were inadequate; (2) hardware deficiencies limited the US&FCS staff's file access; (3) software design deficiencies and complexities

hindered immediate responses to customers' requests; (4) software development was suspended because Commerce's Inspector General objected to CIMS program office contracting procedures; (5) foreign posts experienced faulty communication links with the US&FCS domestic central data base; (6) information quality was questionable, since CIMS personnel were not

systematically or consistently updating client files; (7) market research data base was insufficient to meet clients' varied requests; (8) field staff adequacy was questionable; (9) completion in 1990 would require an estimated \$13.5 million, and CIMS would require an estimated \$9 million to \$11 million in future support funds; and (10) was expected to expand its capabilities under

new legislation. GAO also found that the International Trade Administration suspended CIMS development pending a CIMS viability determination and an examination of other data base options.

Open Recommendations to Agencies

Recommendation: The Secretary of Commerce should assess whether the

resulting system fully complies with the requirements in the Omnibus Trade Act regarding the composition of the export promotion component of the National Trade Data Bank. If it is determined that the expansion of CIMS to include all items required by the law is not feasible or practical, the Secretary should seek legislative relief from this requirement.

Status: Action in process. Estimated completion date: 12/93. Although this was not a formal recommendation, GAO believes that the intent of the conclusion, to improve CIMS operations warrants followup. An improved version of CIMS is now being introduced which meets the intent of the recommendation. However, the system will not be fully deployed (150 sites) until late 1993.

European Community: U.S. Financial Services' Competitiveness Under the Single Market Program

NSIAD-90-99, 05/21/90 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional requirement, GAO assessed: (1) how the European Community's (EC) Single Market Program could affect U.S. financial firms; (2) the extent to which U.S. financial firms participated in EC markets; (3) potential opportunities and challenges for U.S. financial firms; and (4) how U.S. government agencies were working to ensure full and fair access to European markets.

Findings

GAO found that: (1) U.S. firms held over \$200 billion in EC bank assets, a 5-percent share; (2) U.S. financial firms had new opportunities to expand their

EC business because of its great size; (3) U.S. firms would face few EC-imposed restrictions, partly due to U.S. government agencies' actions to make U.S. interests known; (4) new powers and market access would particularly affect retail markets, and U.S. financial firms could benefit from the increased demand for financial services; (5) many U.S. financial firms did not plan to expand beyond their wholesale operations because of capital limitations and their expanded U.S. activities; (6) some firms believed that U.S. restrictions on their activities would put them at a competitive disadvantage in the European market; and (7) the U.S. government timely responded to protect the U.S. financial community's interests as EC was developing its regulations.

Open Recommendations to Congress

Recommendation: EC endorsement of the universal banking model for its more open financial markets gives greater urgency to the ongoing congressional debate over how broad U.S. bank powers should be. The decision to modify the existing requirements is a judgmental one. In weighing the pros and cons of the existing structure, Congress may wish to consider the impact of those requirements on the ability of U.S. banks to compete in EC after 1992. **Congressional Action:** Congressional consideration of expanded bank powers is expected in the current session.

Export Controls: Commerce Department Has Improved Its Foreign Policy Reports to Congress

NSIAD-90-169, 06/12/90 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a legislative requirement, GAO reviewed three of the Secretary of Commerce's reports concerning imposing, expanding, or extending foreign policy export controls.

Findings

GAO found that: (1) the reports generally complied with improved reporting requirements on foreign availability of controlled missile-related items; (2) the Department of Commerce

consulted with industry concerning biological organism controls; (3) security-related foreign-policy-based controls have blurred the distinction between foreign-policy-based controls and national-security-based controls; and (4) increased reliance on foreign-policy-based controls may harm the competitiveness of U.S. industry because the Export Administration Act of 1979 makes foreign-policy-based controls easier to impose and more difficult to remove than national-security-based controls.

Open Recommendations to Congress

Recommendation: Congress may wish to consider amending the Export Administration Act to delete the requirement that GAO assess future reports which have improved in quality and compliance with the act's requirements.

Congressional Action: Language to implement the recommendation was provided to authorizing committees, but not incorporated in the final bill to extend the Export Administration Act.

European Single Market: U.S. Government Efforts to Assist Small and Medium-Sized Exporters

NSIAD-90-167, 06/21/90 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO identified and evaluated trade issues related to the European Community's (EC) Single Internal Market Program (EC 1992), focusing on: (1) EC efforts to enhance the competitiveness of its small- and medium-sized enterprises; (2) U.S. government activities supporting U.S. small business exporters in the EC 1992 environment; and (3) areas in which collaboration with EC could assist such firms.

Findings

GAO found that: (1) EC took many steps to improve the competitiveness of its small- and medium-sized enterprises, including creating an agency to specifically address small- and medium-sized enterprise issues and providing financial and export assistance; (2) U.S. federal and state agencies were actively assisting small- and medium-sized enterprises to plan for EC 1992; (3) the U.S. government set up European information centers and a computerized network to assist enterprises in obtaining information and forming cooperative links with each other; (4) the Office of the U.S. Trade Representative

created an Interagency Task Force on EC 1992 to identify and address U.S. business problem areas; (5) U.S. small- and medium-sized businesses' main concern was EC 1992 market access; (6) U.S. small- and medium-sized enterprises were interested in cooperative activities with EC small- and medium-sized enterprises, but collaboration was limited; and (7) the Department of Commerce decided that it could not directly participate in the development of the network in the United States, but Department of State officials were continuing inquiries regarding U.S. access to the information centers and the network.

Open Recommendations to Agencies

Recommendation: In light of the federal government's role in assisting U.S. small- and medium-sized enterprises to obtain the information they need in the EC 1992 environment, the Secretary of Commerce should resolve the issues that

inhibit extension of the EC Business Cooperation Network to the United States. More specifically, the Secretary should determine: (1) whether Commerce can sign an agreement with EC to provide for U.S. participation; (2) whether Commerce or some other entity would be the appropriate U.S. sponsor;

and (3) the feasibility of and potential sources of funds to support initiation of the network in the United States.
Status: Action in process. The agency is continuing talks with EC officials to determine whether the U.S. proposal for an information system would qualify with an EC partner.

Agricultural Trade: Improvements Needed in Management of Targeted Export Assistance Program

NSIAD-90-225, 06/27/90 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO reviewed the Department of Agriculture's (USDA) management of its Targeted Export Assistance (TEA) Program.

Findings

GAO found that: (1) the Foreign Agriculture Service (FAS) was not adequately documenting the funding allocation decision process to clearly show how funding criteria were applied and ranked and the basis for those decisions; (2) commodity division staff are not aggressively analyzing potential opportunities for their commodities in new markets or new ways of promoting those products in established markets; (3) there was no formal coordination among FAS divisions on cross-commodity and -country analyses; (4) FAS officials said that there were no set criteria for establishing contribution levels because they believed contribution amounts should be decided on a case-by-case basis; (5) narrowly targeted recruiting and the lack of technical training have adversely affected TEA Program management; (6) TEA participants complained that TEA

guidelines were always changing, making it difficult to plan and administer programs; (7) combining the TEA Program with the FAS Market Cooperator Program would be a more efficient use of FAS resources; and (8) FAS does not adequately monitor the administration of the branded portion of TEA to ensure proper accountability for the resources made available.

Open Recommendations to Agencies

Recommendation: The Secretary of Agriculture should direct the Administrator, FAS, to better ensure that TEA funds are allocated for those commodities and markets with the greatest potential for successful market development by performing in-depth market analyses, improving the coordination between TEA and Cooperator Programs, and enhancing the information-sharing among FAS commodity divisions.

Status: Action in process. Market Promotion Program (MPP) interim regulations require participants to submit, for each application of Commodity Credit Corporation resources, a written outlook covering 3

or more forward years for each commodity or product in each country market to be promoted.

Recommendation: The Secretary of Agriculture should direct the Administrator, FAS, to develop a management information system that will provide easy access for program managers to basic summary data on participants and program operations for market development programs.

Status: Action in process. FAS is developing a more sophisticated management information system (MIS) than the current one. It will produce reports containing market expense data and trade data, which the current system can not produce. When it becomes operational in 1993, the new MIS will include information on contributions and budget, and will be capable of electronic transfer and advanced report writing.

Recommendation: The Secretary of Agriculture should direct the Administrator, FAS, to require nonprofit cooperator groups administering the branded program to evaluate the success

of all branded activities for which they are responsible.

Status: Action in process. MPP interim regulations do not specifically state that branded activities will be evaluated for sales results. This needs to be added in the final version of the regulations.

Recommendation: The Secretary of Agriculture should direct the Administrator, FAS, to conduct cross-commodity analyses and evaluations of the program overall to assist the Assistant Administrator, Commodity and Marketing Programs in making policy

decisions concerning program direction and administration.

Status: Action not yet initiated.

Trade Adjustment: Funding Status of Commerce's Trade Adjustment Assistance Program

NSIAD-90-247, 09/06/90 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO evaluated the Department of Commerce's Trade Adjustment Assistance Program, focusing on: (1) the adequacy of funding for trade adjustment assistance centers; (2) the accuracy and usefulness of Commerce's February 22, 1990 report to Congress; and (3) operational constraints during fiscal years 1989 and 1990.

Findings

GAO found that: (1) disagreement existed within Commerce over whether there was adequate funding for the 12 trade adjustment assistance centers; (2) approximately half of the reported total funds available consisted of unliquidated obligations; (3) centers inconsistently reported committed funds in quarterly budget reports; (4) Commerce's report to Congress made the centers appear to have more funds than they did, due to deletions of explanatory footnotes

regarding the extent of unliquidated obligations and reserves; (5) delays in Commerce's release of 1989 and 1990 appropriated funds caused service disruptions and lowered the centers' credibility in the business community; and (6) 11 of the 12 centers had insufficient funds to last until the end of the fiscal year.

Open Recommendations to Agencies

Recommendation: To improve the administration of the Trade Adjustment Assistance Program, the Secretary of Commerce should direct the Under Secretary, International Trade Administration (ITA) to provide the trade adjustment assistance centers with additional guidance on how to prepare their financial reports to ensure that unliquidated obligations and reserves for contingencies are properly recorded and reported.

Status: Action taken not fully responsive. Commerce did not provide separate guidance to centers as recommended. Instead, Commerce cited Senate Appropriations Committee guidance from the fiscal year 1991 appropriations process.

Recommendation: To improve the administration of the Trade Adjustment Assistance Program, the Secretary of Commerce should direct the Under Secretary, ITA, to separately itemize in any future reports to Congress on the status of Trade Adjustment Assistance Program funds the amount of unliquidated obligations and reserves being held for close-out purposes.

Status: Action taken not fully responsive. GAO recommended that Commerce separately itemize in any future reports to Congress the amounts of unliquidated obligations and reserves for close-out purposes. The latest report to Congress did not break out these amounts.

International Trade: Easing Foreign Visitors' Arrivals at U.S. Airports

NSIAD-91-6, 03/08/91 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO reviewed the issues and conditions affecting foreign visitors' entry into 10 U.S. international gateway airports and specific conditions at the airports, focusing on: (1) the federal inspection process; (2) airport services and facilities; and (3) visitor facilitation improvement projects.

Findings

GAO found that: (1) the International Civil Aviation Organization recommended 45 minutes as the maximum time that federal inspection services should allot from arrival to clearance of all arriving air passengers; (2) according to federal inspectors, visitor processing times usually ranged from 1 to 3 hours during peak hours; (3) airport authorities stated that processing sometimes took 4 or 5 hours during peak times at 3 airports; (4) all of the airports provided basic services, including ground transportation, some type of translation service, lodging information, directional and informational signs, baggage carts, and currency exchange, but the quality and extent of the services varied; (5) federal inspectors at 12 airports considered airport facilities inadequate; (6) federal inspection services have planned or recently completed various

projects aimed at improving visitor facilities; and (7) individuals and organizations concerned with easing visitors' arrivals at U.S. airports proposed actions to aid the federal inspection clearance process, such as allowing U.S. citizens to bypass immigration inspection and raising additional funds by eliminating user fee exemptions.

Open Recommendations to Agencies

Recommendation: The Secretary of Commerce should consider adopting proposals, in conjunction with the Secretaries of the Treasury, Health and Human Services, Agriculture, and the Interior, and the U.S. Attorney General, aimed at increasing the speed and ease of federal inspection clearance process, such as: (1) using the U.S. citizens bypass system at all airports to ease the Immigration and Naturalization Service's (INS) work load; and (2) seeking the removal of user fee exemptions to provide more funds to INS and the Customs Service.

Status: Action in process. The Department of Commerce, in conjunction with the other cognizant departments, is considering adoption of the recommendation.

Recommendation: The Secretary of Commerce should direct the head of the U.S. Travel and Tourism Administration (USTTA) to consider expanding its Gateway Receptionist Program, which benefits: (1) foreign tourists who speak little or no English; (2) federal inspectors; and (3) college students who are unable to make good use of their foreign language skills. Funds necessary to expand the program could be provided on a matching basis by USTTA and participating airport authorities, as is now done at most participating airports. **Status:** Action in process. Commerce will expand its Gateway Receptionist Program subject to the availability of additional appropriated funds.

Recommendation: To encourage high quality foreign visitor services and facilities at all U.S. international airports, the Secretary of Transportation should request that the National Transportation Facilitation Committee design a model plan for providing high quality airport services and facilities for foreign visitors, incorporating some of the more innovative projects under way at various airports, and that the plan be completed within 12 months.

Status: Action in process. Estimated completion date: 04/92. The National Transportation Facilitation Committee is designing a model plan for airport services and facilities for foreign visitors.

Loan Guarantees: Export Credit Guarantee Programs' Long-Run Costs Are High

NSIAD-91-180, 04/19/91 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO examined the Commodity Credit Corporation's (CCC) Export Credit Guarantee Program and the Intermediate Export Credit Guarantee Program, focusing on: (1) the programs' estimated long-run costs due to loan payment delinquencies; and (2) whether program regulations effectively prohibited foreign-owned, U.S.-based financial institutions from receiving credit guarantees for financing agricultural commodity sales to their owner countries.

Findings

GAO found that: (1) the long-run costs for the programs would be about \$6.7 billion, or 60 percent of the \$11.2 billion in outstanding credits and accounts receivable as of May 1990; (2) the average long-run cost was high, since CCC provided guarantees to high-risk countries; (3) the programs were slightly more risky than the highly concessional food aid programs that were specifically targeted to high-risk countries; (4) CCC established few program restrictions governing the participation of U.S.-based financial institutions and relied on arm's-length business transactions to ensure that financial institutions and the borrowing government conducted

program loans properly; (5) at least three financial institutions that were directly or indirectly owned by the borrowing foreign country received credit guarantees for sales to that country; and (6) CCC planned to issue regulations to prohibit such guarantees.

Open Recommendations to Agencies

Recommendation: The Secretary of Agriculture should direct the Administrator, Foreign Agricultural Service (FAS), to lessen long-run program costs by reducing the average risk of new guarantees.

Status: Action not yet initiated.

Trade and Economic Data: Many Federal Agencies Collect and Disseminate Information

NSIAD-91-173, 05/01/91 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO provided information on foreign economic data available to U.S. businesses and policymakers, focusing on the: (1) federal agencies that collect and disseminate foreign economic and trade data; (2) ways in which executive and legislative agencies use this information; (3) extent of agency coordination in collecting and disseminating these data; and (4) methods government agencies

use to disseminate data to private-sector users.

Findings

GAO found that: (1) the seven agencies collecting, maintaining, and disseminating the majority of foreign economic and trade data were the Departments of Commerce, State, Labor, Energy, and Agriculture, the Federal Reserve System, and the U.S. International Trade Commission; (2) agencies disseminated the data they

collected through their own printing and distribution offices, the Government Printing Office, and the National Technical Information Service; (3) Commerce made an effort to establish a centralized dissemination point by creating the National Trade Data Bank (NTDB) in August 1990; and (4) NTDB was to be a one-stop source of information on foreign economies and trade as intended by the Omnibus Trade and Competitiveness Act of 1988, but the

omission of additional federal data bases has reduced its potential usefulness.

Open Recommendations to Agencies

Recommendation: Consistent with his responsibility for managing NTDB, the Secretary of Commerce should direct NTDB officials to add data bases from

those GAO identified to be of greatest interest to NTDB users.

Status: Action in process. Commerce's Office of Business Analysis has begun reviewing data bases identified by GAO for possible inclusion in NTDB.

Money Laundering: The U.S. Government Is Responding to the Problem

NSIAD-91-130, 05/16/91 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO examined federal efforts to address the problem of money laundering.

Findings

GAO found that: (1) money laundering deprived the nation of billions of dollars in tax revenues; (2) identifying deviations from normal patterns or major cash surpluses or deficits was helpful in targeting potential money-laundering areas or situations; (3) Congress passed legislation requiring currency transaction recordkeeping, criminal law enforcement, and financial industry supervision; (4) Bank Secrecy Act reports enabled law enforcement officials to uncover some tax violations, embezzlement, and narcotics money laundering; (5) banks could use currency

transaction reports to report suspicious transactions or such illegal activities as deposit structuring to evade reporting; (6) the Internal Revenue Service, Federal Bureau of Investigation, Customs Service, Drug Enforcement Administration, and the Department of the Treasury's Office of Financial Enforcement (OFE) were involved in investigating and prosecuting suspected money launderers; (7) those agencies lacked budgetary or resource management categories relating exclusively to money laundering; (8) government data on money laundering were fragmented due to coordination difficulties and overlap among agencies; (9) international negotiations enabled officials to trace and confiscate drug profits, despite differences in bank secrecy and the absence of easy access to banking information during international financial investigations;

and (10) OFE needs to increase its staff to assume the leadership role in the federal investigation of money-laundering.

Open Recommendations to Agencies

Recommendation: The Secretary of the Treasury should direct that all permanent positions allocated to OFE, including the then-vacant position of director, be filled as expeditiously as possible.

Status: Action in process. Treasury officials have indicated agreement with the recommendation and are seeking to fill these positions. The director's position has been filled and the new director has stated that he will try to fill the allocated positions on a permanent basis.

Soviet Energy: U.S. Attempts to Aid Oil Production Are Hindered by Many Obstacles

NSIAD-91-214, 05/24/91 GAO Contact: Allan I. Mendelowitz, (202)275-4812

Background

Pursuant to a congressional request, GAO provided information on the: (1) decline in Soviet oil production and the reasons for that decline; and (2) principal obstacles to U.S. trade and investment in Soviet oil exploration and production.

Findings

GAO found that: (1) since 1988, Soviet oil production declined by about 8.8 percent; (2) from 1988 through 1990, oil exports declined about 15 percent; (3) production and export declines were due to a lack of sufficient exploration and production capital and the Soviet Union's use of outdated and inefficient production practices; (4) Soviet officials believed that U.S. oil companies could assist in reversing the oil production decline by

participating in more U.S.-Soviet joint ventures; (5) the Soviet Union's political uncertainty and lack of western business knowledge constrained oil trade and investment; (6) the absence of a bilateral tax treaty allowing U.S. companies to repatriate joint-venture profits without double taxation hindered efforts to promote investment in Soviet oil production; (7) despite those difficulties, several U.S. multinational oil companies signed or were considering joint-venture agreements; (8) the federal government, private companies, and universities developed some training programs on western business practices; and (9) the U.S. and Soviet governments were currently negotiating a tax treaty.

Open Recommendations to Congress

Recommendation: In light of the changes in the Soviet Union since 1974, when the Stevenson and Byrd amendments were adopted, Congress may wish to reconsider the continued need for those amendments. A decision to remove the legislative restrictions would not necessarily mean immediate U.S. loans and guarantees to the Soviet energy sector. The U.S. Export-Import Bank would still be expected to apply its standard procedures for assessing the risk of nonrepayment of loans, including country risk analysis, in determining whether loans and guarantees should be extended to the Soviet Union.
Congressional Action: Congress is currently debating how to assist the Soviet Union.

Global Financial Markets: International Coordination Can Help Address Automation Risks

IMTEC-91-62, 09/20/91 GAO Contact: Howard G. Rhile, Jr., (202)275-3455

Background

GAO reviewed how major and emerging securities and futures markets operating in the international marketplace use or plan to use automation for such market functions as order routing and execution, information dissemination, and clearance and settlement, focusing on: (1) the extent of automation; (2) potential automation risk; (3) regulatory oversight

of automation; and (4) global coordination.

Findings

GAO found that: (1) most major and emerging financial markets have automated or plan to automate all or some of their market functions due to such considerations as efficiency, competition, and market expansion

opportunities; (2) market officials say they are aware of automation risks and have taken steps to address such risks, but methods and degrees of addressing such risks vary widely; (3) oversight is limited and uneven and the roles of national regulators vary considerably; and (4) although several international organizations have projects under way that focus on selected aspects of

automation, none are focusing on an overall approach to developing systematic, coordinated actions to address automation risks.

Open Recommendations to Agencies

Recommendation: In order to foster dialogue in world financial circles and shape policies that can effectively deal with the risks associated with automation, the Chairmen, Securities and Exchange Commission (SEC) and Commodity Futures Trading Commission (CFTC), should actively identify and take advantage of opportunities to address automation risks with the international financial community. This could be accomplished through existing organizations such as the International Organization of Securities Commissions (IOSCO), the Group of Thirty (G-30), and the Federation Internationale des Bourses de Valeurs (FIBV), to create an international forum to discuss and debate automation issues and risks.

Addressee: Securities and Exchange Commission

Status: Action not yet initiated.

Addressee: Commodity Futures Trading Commission

Status: Action not yet initiated.

Recommendation: In order to foster dialogue in world financial circles and shape policies that can effectively deal with the risks associated with automation, the Chairmen, SEC and CFTC, should actively identify and take advantage of opportunities to address automation risks with the international financial community. This could be accomplished through existing organizations such as IOSCO, G-30, and FIBV to frame the global issues that should be addressed, to ensure that such areas as security, capacity, contingency planning, and independent technical reviews are addressed.

Addressee: Securities and Exchange Commission

Status: Action not yet initiated.

Addressee: Commodity Futures Trading Commission

Status: Action not yet initiated.

Recommendation: In order to foster dialogue in world financial circles and shape policies that can effectively deal with the risks associated with automation, the Chairmen, SEC and CFTC, should actively identify and take advantage of opportunities to address automation risks with the international financial community. This could be accomplished through existing organizations such as IOSCO, G-30, and FIBV, to develop global principles and risk-management techniques to address automation risks and actively work with international markets to gain their acceptance and use.

Addressee: Securities and Exchange Commission

Status: Action not yet initiated.

Addressee: Commodity Futures Trading Commission

Status: Action not yet initiated.

Security and International Relations

Issue Area Summary: Security and International Relations

Impact of GAO's Work

The rapid political changes in the world, particularly in Eastern Europe and the Soviet Union, have forced a major reconsideration of U.S. foreign policy and its implementation, including military commitments. Throughout this changing period, we addressed key congressional concerns related to security assistance to foreign governments, including antinarcotics assistance to certain countries, arms and technology transfers, the U.S. international military agreements, and management and administration of foreign affairs. During fiscal year 1991, our reports and testimonies aided the congressional oversight efforts addressing the Department of Defense's (DOD) use of contributions from allies to offset the cost of Operations Desert Shield and Desert Storm, arms and technology transfers, the management and oversight of antinarcotics assistance to Andean countries, and the Department of State's management of its overseas real property.

Our work contributed to the congressional debate on coproduction programs, such as the Korean Fighter program, and focused attention on the need for DOD and the State Department to more closely monitor arms technology transfers to foreign countries. As a result, DOD is strengthening their regulations over coproduction arrangements and security assistance programs. Similarly, our work on State Department management of its overseas real property resulted in specific actions by the Department to improve controls. Other accomplishments include DOD's establishing better control over military assistance to El Salvador, the National Endowment for Democracy's developing guidelines and plans to improve their monitoring of grants, and the Voice of America's improving their personnel management. Agencies have either completed or have plans under way to address most of our other key recommendations.

Key Open Recommendations

We found that no single State or Defense Department office serves as a focal point to fully address the defense trade implications of initiatives of the European Community. The result is a fragmented approach to the issues. To address European initiatives affecting U.S. defense trade interests, we recommended that improvements be made in coordination with State and DOD and that a formal interagency group be established under the National Security Council to monitor and formulate policies on European initiatives in the defense trade area. (GAO/NSIAD-91-167, see p. 187.)

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Arms Exports: Licensing Reviews for Exporting Military Items Can Be Improved

NSIAD-87-211, 09/09/87 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

In response to a congressional request, GAO reviewed the Department of State's Office of Munition Control's (OMC) arms export licensing activities and procedures and identified actions OMC took to cope with its increased work load.

Findings

GAO found that OMC: (1) approved about 90 percent of the license applications it acted on; (2) acted on 80 percent in less than a month; and (3) did not routinely check export license application data for accuracy or veracity. GAO also found that OMC has: (1) insufficient facilities and automated capabilities to store and retrieve historical data which would be useful in license application reviews; and (2) inadequate systems and procedures to

ensure compliance with some administrative and reporting requirements.

Open Recommendations to Agencies

Recommendation: The Secretary of State should require OMC to use readily available information on parties involved in arms exports to help identify export license applications requiring closer scrutiny.

Status: Action in process. Department of Justice data on those convicted or under indictment for violating U.S. export/import statutes, the General Services Administration's list of debarred, suspended, or ineligible parties, and other information is now electronically accessible to the Office of Defense Trade Controls (DTC) reviewers. The Department of Defense and the

Customs Service also provide expertise in the screening process. This issue is being addressed by State's Inspector General (IG), and a report is expected in late 1991.

Recommendation: The Secretary of State should require OMC to ensure exporter compliance with administrative and reporting requirements.

Status: Action in process. According to DTC, staff additions, including knowledgeable personnel from other agencies, and the new computer system should improve the office's ability to monitor exporter compliance with requirements. DTC is also developing a checklist to assist reviewers and registrants are informed of requirements through DTC newsletters. IG is addressing this issue and plans to issue a report in late 1991.

Arms Control and Disarmament Agency: Better Controls Are Needed to Protect Classified Information

NSIAD-89-26, 11/10/88 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

In response to a congressional request, GAO reviewed the extent to which the Arms Control and Disarmament Agency (ACDA) complied with standards governing the protection of classified documents.

Findings

GAO found that ACDA did not comply with regulations designed to protect classified material from unauthorized disclosure, since it: (1) improperly marked and stored classified documents; (2) did not regularly conduct close-of-business security checks; (3) did not

change safe combinations; (4) did not have updated records on its safes and could not locate 62 headquarters safes; (5) could not locate all of its top secret documents at its headquarters; (6) did not have a top secret control officer or a system for controlling top secret documents at its Geneva office; and (7) had not implemented the Information

Security Oversight Office's (ISOO) recommendations regarding ACDA information security weaknesses. GAO also found that, in May 1988, ACDA began to take corrective action to address some of its security deficiencies.

Open Recommendations to Agencies

Recommendation: The Director, ACDA, should implement and enforce existing regulations to ensure proper handling, control, and accountability of top secret, codeword, and other sensitive documents, including appointing a top secret control officer for Geneva, developing control procedures for all ACDA and delegation staff in Geneva, and establishing procedures to ensure

that top secret document information is recorded in a timely and accurate manner.

Status: Action taken not fully responsive. The Inspector General (IG) reported that ACDA had not conducted all planned inspections in Washington. In Geneva, IG found an uncontrolled top secret document and the annual inventory report had not been prepared. There was no program to check safes for uncontrolled or improperly stored top secret or sensitive compartmental information, and delegation members did not certify classified holdings.

Recommendation: The Director, ACDA, should enforce regulations to ensure the physical protection of classified information, including meeting storage

requirements, changing lock combinations, and taking basic security precautions such as checking safes at the close of business, and marking documents properly.

Status: Action taken not fully responsive. ACDA has taken action on the recommendation. However, until ACDA implements an adequate self-inspection program, it can not ensure compliance on the physical protection of classified information such as proper storage, safe checks, and document markings. A March 1991 ACDA IG report stated that there was no inspection program in Geneva, and Washington had not conducted most of its inspections.

Military Coproduction: U.S. Management of Programs Worldwide

NSIAD-89-117, 03/22/89 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

In response to a congressional request, GAO reviewed U.S. military coproduction agreements and programs worldwide, focusing on: (1) how the Departments of Defense (DOD) and State manage the programs to ensure compliance with agreement restrictions on production quantities and third-country sales; (2) how DOD and State review and approve the programs; and (3) the remedies available if a foreign country fails to comply with quantity and sales restrictions.

Findings

GAO found that: (1) although DOD coproduction and international agreement directives did not clearly

specify the procedures and criteria to use in the memorandum-of-understanding (MOU) review and approval process, DOD and State reasonably coordinated and reviewed the cases GAO reviewed; (2) DOD guidance did not require the military services or overseas security assistance organizations to monitor or ensure compliance with MOU restrictions on quantities and third-country sales; (3) DOD lacked established criteria for closing out or terminating oversight of coproduction programs when the programs were no longer active; (4) although DOD withheld certain critical components from foreign production and monitored the quantities that the United States purchased, it only controlled the end items produced, not unauthorized

sales; (5) DOD revised its coproduction management guidance to provide more specific guidance on MOU provisions, including production validation clauses, management responsibilities, and compliance-related activities; (6) State usually issued a diplomatic protest against violations of sales agreements, since State and DOD considered suspension of foreign military sales (FMS) credits too severe; and (7) existing reporting requirements applied mostly to sales, rather than to coproduction MOU.

Open Recommendations to Congress

Recommendation: Congress may wish to require DOD and/or State to notify it of all coproduction MOU, whether

implemented by letter of offer and acceptance under FMS procedures or by commercial licensing or technical assistance agreements, regardless of the coproducing country or the value of the related sale.

Congressional Action: The House Armed Services Committee, Investigations Subcommittee, held hearings on March 22, 1989. The House Foreign Affairs Committee incorporated matters for consideration in H.R. 2655. The bill would have updated the Arms Export Control Act. The bill died with the end of the last Congress. The House Foreign Affairs Committee intends to reintroduce the same legislation.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should update Directive 2000.9

and incorporate management objectives and specific responsibilities for the military services and overseas security assistance organizations related to monitoring for compliance with coproduction agreement restrictions. Since the Defense Security Assistance Agency (DSAA) is currently responsible for coproduction agreements involving fielded U.S. weapons and equipment, it may be the appropriate agency to update the directive.

Status: Action in process. DOD has drafted a new directive 2000.9 which was in final staffing in late 1991. The draft directive refers to the Security Assistance Management Manual for the conduct of coproduction programs.

Recommendation: The Secretary of Defense should establish criteria for deciding when to close out or terminate

U.S. oversight of mature coproduction programs.

Status: Action taken not fully responsive. Chapter 14 of the Security Assistance Management Manual and the draft directive do not provide criteria for terminating U.S. oversight of mature programs.

Recommendation: The Secretary of Defense should incorporate procedures and guidance on closing out coproduction programs in the updated directive, including considerations for continued spare parts production, some level of oversight, and periodic reviews of mature programs and agreements.

Status: Action taken not fully responsive. Chapter 14 of the Security Assistance Management Manual and the draft directive do not provide procedures and guidance on closing out mature programs.

State Department: Management of Overseas Real Property Needs Improvement

NSIAD-89-116, 04/13/89 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

In response to a congressional request, GAO examined the Department of State's management of U.S.-owned and leased overseas properties, focusing on State's: (1) implementation of its housing standards; (2) building maintenance program; (3) development of a management information system; and (4) procedure for acquiring and disposing of overseas government properties.

Findings

GAO found that State: (1) failed to follow its own housing standards when leasing

housing units for its overseas personnel; (2) acquired above-standard housing in seven countries it reviewed, which resulted in excess costs; (3) could not justify its use of above-standard housing or its authorization of such housing standards; (4) estimated that it needed about \$1 billion to repair neglected and deteriorating overseas housing units; (5) technical personnel had limited experience in real estate activities, and did not give high priority to controlling or enforcing space standards; (6) has not fully implemented its Real Estate Management System (REMS) at most overseas posts, and REMS data were

inaccurate and incomplete; and (7) did not develop plans for acquiring and disposing of government-owned properties overseas due to a lack of funds and continuity of assignments.

Open Recommendations to Agencies

Recommendation: The Secretary of State should require the development of long- and short-range plans for the systematic acquisition and disposition of overseas properties.

Status: Action in process. Estimated completion date: 09/92. State has begun

surveys of selected posts to determine the best uses of current assets in preparation for long- and short-range planning. State is in the process of developing facilities plans for selected posts. However, State has not yet developed integrated plans for acquisition and disposition of its overseas properties.

Recommendation: The Secretary of State should expend the requisite effort

to ensure that State has an effective real estate management system that includes current and reliable information for each post on a property-by-property basis. This effort should include: (1) training and follow-up assistance to the over 100 posts that do not have automated REMS; (2) better supervision at all posts to ensure accuracy of the data; and (3) obtaining feedback from posts on how to make the system more useful to them.

Status: Action in process. Estimated completion date: 06/92. State has a pilot project underway to: (1) improve data quality; (2) simplify data collection; (3) provide useful reports to posts; and (4) strengthen State's oversight capabilities. The REMS upgrade was tested in the fall of 1990, and State hopes to install the new system at 76 posts by 1996.

State Department: Minorities and Women Are Underrepresented in the Foreign Service

NSIAD-89-146, 06/26/89 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a legislative requirement, GAO reviewed the Foreign Service's merit personnel system, focusing on recruitment, appointment, assignment, and promotion of minorities and women.

Findings

GAO found that: (1) minorities and women were underrepresented in the Foreign Service work force when matched against comparable civilian labor force statistics; (2) the Department of State increased minority representation from 7 percent in 1981 to 11 percent in 1987, but the percentage of white women has remained essentially unchanged at about 24 percent; (3) State has nearly eliminated entry-level underrepresentation for Foreign Service officers, but underrepresentation continues to exist in mid- and senior-level and specialist positions; (4) State has not had an effective affirmative action plan for overcoming underrepresentation problems; and (5)

State has not adequately reviewed some aspects of its personnel processes for possible barriers to the hiring of minorities and the advancement of minorities and women.

Open Recommendations to Agencies

Recommendation: The Secretary of State should compile information needed, such as the race, ethnic origin, and gender of applicants for Foreign Service specialist positions, to monitor the implementation and progress of affirmative action efforts.

Status: Action in process. GAO was told that the Bureau of Personnel has instituted a system to track applicant flow. The system should be able to track training, promotions, etc. The system is not yet complete.

Recommendation: The Secretary of State should analyze personnel processes for artificial barriers and eliminate any barriers found. Such analyses should

include determinations of: (1) whether the Foreign Service written examination is a valid predictor of success in light of current Foreign Service job requirements; (2) why minorities and women are eliminated at a higher rate than white men by the final review panel process; (3) why women and minorities are disparately assigned to certain work areas; and (4) whether artificial barriers hinder the promotion of minorities and white women in the Foreign Service specialist ranks and the advancement of minorities in the Senior Foreign Service.

Status: Action in process. Many of the items covered will be addressed through redesign of the Foreign Service Examination. The revised examination was administered on October 27, 1990. Some 12,000 applicants completed the exam. Oral examinations for those who passed have begun. Statistics on the type of applicants and who passed it have not been analyzed. The next examination is scheduled for late 1991.

Voice of America: Selected Personnel Practices Warrant Management Attention

NSIAD-89-160, 07/12/89 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO reviewed the Voice of America's (VOA) and Radio Marti's personnel management practices to determine the validity of numerous employees' allegations regarding: (1) time and attendance abuses; (2) irregular employment, supervisory, and management practices; (3) improper contract awards to purchase order vendors; and (4) discrimination and sexual harassment.

Findings

GAO found that VOA: (1) lacked sufficient internal control procedures to ensure that it paid employees only for actual hours worked, resulting in time and attendance reporting abuses and noncompliance with overtime, compensatory time, and work scheduling rules; (2) did not adequately monitor its contracting with purchase order vendors and did not follow numerous contracting regulations and procedures, resulting in improper noncompetitive awards to former employees and relatives of current employees; (3) had different

grade structures and advancement opportunities among its broadcasting divisions; (4) has not met its affirmative action goals for increasing female and minority representation among broadcasters, radio broadcast technicians, and radio electronic technicians; (5) routinely sponsored temporary visas for foreign nationals it intended to hire permanently; and (6) recommended that Radio Marti review its questionable use of its noncompetitive, excepted service hiring authority, but Radio Marti rejected the recommendation. GAO also found that Radio Marti initiated several actions to address personnel-related problems, including improving communications and manager, supervisor, and employee training and orientation.

Open Recommendations to Agencies

Recommendation: The Director, U.S. Information Agency (USIA), should direct the Director, VOA, to determine if artificial barriers are contributing to the underrepresentation of women and minorities and then take the necessary

steps to increase the representation of women and minorities, especially at the senior levels.

Status: Action in process. Estimated completion date: 09/92. VOA has taken initiatives to enhance the minorities' and women's status. Implementing such actions is an ongoing process which takes time. Women and minorities are now 32 percent of VOA management as compared with 18 percent at the time of the GAO review.

Recommendation: The Director, USIA, should direct the Director, VOA, to continue to assess personnel practices in the areas of pay and classification of broadcasters and employment of noncitizens.

Status: Action in process. Many of VOA's difficulties with employing noncitizens can be rectified through the "Special Immigration Visa for VOA." This new type of visa is included in a bill currently before Congress. VOA will institute changes regarding type and length of appointments based on results of an internal pay committee study. Recommendations may be implemented by late 1991.

U.S. Information Agency: Inappropriate Uses of Educational and Cultural Exchange Visas

NSIAD-90-61, 02/16/90 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a legislative requirement, GAO reviewed the activities of international visitors participating in educational and cultural exchange programs in the United States under J visas.

Findings

GAO found that: (1) although participants' activities were generally consistent with the intent of the J-visa program in encouraging cultural and educational exchange, some activities involved employment with no educational or cultural emphasis; (2) U.S. Information Agency (USIA) regulations for J-visa participation did not provide clear guidance on what constituted educational and cultural exchange activities or on how policy objectives could be achieved; (3) although USIA reported in 1987 that its regulations were inadequate, it still had not revised them by December 1989; (4) USIA did not have reliable information on J-visa program activities because its data management system was erroneous and outdated; (5) USIA lacked procedures to monitor sponsors' and participants' activities and did not comply with its own regulations to cancel unnecessary programs, obtain annual reports from sponsors, or ensure that visa extensions were justified; and (6) USIA was not effectively coordinating J-visa activities among its personnel or with other agencies.

Open Recommendations to Congress

Recommendation: A number of J-visa activities in the practical trainee and international visitor categories, including summer student travel/work, camp counselor, and au pair activities, some of which have been ongoing for years, do not conform to the original legislative intent concerning educational and cultural exchanges. Congress may wish to review the status of those kinds of participants and activities to determine whether they should be included under other visas or explicitly provided for under the J-visa or other legislation.

Congressional Action: The Eisenhower Exchange Fellowship Act of 1990 authorizes USIA to implement the au pair programs until they are transferred to another government agency. Various considerations have been given to transferring au pairs to the Department of Labor or the Immigration and Naturalization Service. The Immigration Act of 1990 (S. 358, section 208) established a new Q visa under the Attorney General which could be used by Disney's Epcot Center.

Open Recommendations to Agencies

Recommendation: The Director, USIA, should revise the J-visa regulations to make them consistent with the authorizing legislation and more comprehensive regarding policy and program objectives and criteria as to what constitutes a bona fide program under the act.

Status: Action in process. Estimated completion date: 03/92. USIA is: (1) redefining policy goals and overall guidance regarding the exchange visitor program; (2) meeting with other agencies to ensure that J-visa policies and practices conform with the broad spectrum of the administration's immigration policies; and (3) revising the exchange visitor regulations. The general provisions and the training section are being cleared by USIA management for approval by the Office of Management and Budget.

Recommendation: The Director, USIA, should determine the number of valid programs, update the computerized management information system, cancel inactive programs, and require programs to comply with the condition to have at least five participants a year.

Status: Action in process. Estimated completion date: 03/92. USIA is conducting management systems and systems analysis surveys to identify the areas requiring additional management computer support. Inactive programs are being cancelled. The computer system has been refined, but considerations are still being given to establishing a better information system. About 70 percent of the programs had been validated as of August 1991.

Recommendation: The Director, USIA, should review and revalidate all designated programs periodically to ensure that their activities are consistent with their designation and that the designation continues to serve policy and program objectives.

Status: Action in process. Estimated completion date: 03/92. The regulations will be revised to provide for the suggested review.

Recommendation: The Director, USIA, should ensure that participants' status and their activities are consistent with the statute.

Status: Action in process. Estimated completion date: 03/92. Pending revision of the regulations, USIA has placed a moratorium on designating new programs and expanding existing programs for au pairs, camp counselors, summer student travel, and training.

Recommendation: The Director, USIA, should correct the erroneous participant categories in the data system and provide funding for timely input of participant information from the visa authorization form.

Status: Action in process. Estimated completion date: 03/92. The data input form (IAP-66) will be redesigned, and is expected to be consistently adequate to keep the data base up-to-date with accurate, retrievable information.

Recommendation: The Director, USIA, should establish the form and content of annual reports, ensure that sponsors submit annual reports, and use the reports to monitor program activities.

Status: Action in process. Estimated completion date: 03/92. Organizations requesting IAP-66 forms must have a current annual report on file. The file is reviewed by a program officer before the program assistant forwards the forms. The regulatory task force will review the reporting requirements for each category. The draft general provisions of the regulations include more explicit reporting requirements.

Recommendation: The Director, USIA, should monitor sponsors' extensions of participants' stay in the United States beyond specified program lengths, and work with the Immigration and Naturalization Service (INS) to ensure that extensions are granted only in exceptional circumstances or for completion of highly specialized training and are equitably and uniformly administered.

Status: Action in process. Estimated completion date: 03/92. At the present time, INS regulations provide for extension decisions to be made at INS. USIA is working with INS to achieve cooperation in this area. The revised regulations are to require USIA approval of program extensions beyond specified lengths before INS grants visa extensions.

Recommendation: The Director, USIA, should establish a requirement that new types of program designations be coordinated with the Bureau of Educational and Cultural Affairs, the Department of Labor, and other involved agencies.

Status: Action in process. Estimated completion date: 03/92. The regulatory task force will institute formalized procedures to ensure that all sponsors will be reviewed by all affected government entities, i.e., other government agencies, as well as USIA offices and bureaus, as appropriate.

Security Assistance: Observations on the International Military Education and Training Program

NSIAD-90-215BR, 06/14/90 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

In response to a congressional request, GAO reviewed the International Military Education and Training (IMET) Program to determine whether the Departments of State and Defense: (1) complied with program policies and procedures; and (2) met the U.S. foreign policy objective of exposing IMET trainees to U.S. values, including human rights.

Findings

GAO found that IMET program management lacked: (1) procedures for reviewing new training requirements added after programs were approved at training workshops; (2) a system for evaluating the program's success; (3) guidelines for monitoring the use of IMET graduates; and (4) the ability to ensure that IMET funds were efficiently and effectively used. GAO also found

that U.S. and foreign military officials agreed that the IMET program was valuable because it: (1) enhanced the military-to-military relationship needed to address U.S. foreign policy objectives; (2) provided reciprocal training to U.S. personnel and promoted democratization; (3) provided weapon system sales opportunities for U.S. industry; (4) improved the overall professionalism of the recipient nation's

military; and (5) enhanced understanding of U.S. military doctrine and technology.

Open Recommendations to Agencies

Recommendation: The Secretaries of Defense and State should coordinate in designing a system that will enable them to periodically evaluate the success of the IMET Program.

Addressee: Department of Defense

Status: Action in process. Estimated completion date: 01/92. The Defense Security Assistance Agency (DSAA) has solicited the views of the Unified Commands, military departments, and security assistance organizations on how to develop an evaluation system for the IMET program. DSAA is in the process of reviewing these responses and developing procedures, in conjunction with the Department of State, for establishing an IMET evaluation system.

Addressee: Department of State

Status: Action in process. Estimated completion date: 01/92. DSAA has solicited the views of the Unified Commands, military departments, and security assistance organizations on how to develop an evaluation system for the IMET program. DSAA is in the process of reviewing these responses and developing procedures, in conjunction with the Department of State, for establishing an IMET evaluation system.

Arms Control And Disarmament Agency: More Corrective Actions Needed to Control Classified Codeword Documents

NSIAD-90-175, 06/22/90 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO determined what actions the Arms Control and Disarmament Agency (ACDA) and the Department of State took in response to its recommendations to improve the control, protection, and accountability of sensitive compartmented information (SCI) at an ACDA sensitive compartmented information facility (SCIF).

Findings

GAO found that: (1) ACDA had established formal, written procedures to implement applicable directives and security regulations needed to control, file, store, and destroy SCI documents; (2) as of April 1990, ACDA had filled 2 of 3 full-time positions for overall SCIF security and document accountability and control; (3) from late 1989 through early 1990, ACDA could not account for

approximately 3,000 documents in its SCI inventory, but did not comply with applicable directives when notifying the Central Intelligence Agency (CIA) of the missing documents; (4) ACDA inability to timely report the missing documents delayed the originating agencies' ability to conduct damage assessments; (5) since ACDA did not maintain records of copies of electronically transmitted SCI messages, it did not comply with accountability and control procedures prescribed in the applicable directives; (6) since State lacked a full staff, it could not adequately review ACDA security controls and had limited ability to determine ACDA compliance; and (7) since ACDA did not complete all the CIA-required security upgrades, SCIF was still not accredited to store all SCI.

Open Recommendations to Agencies

Recommendation: The Secretary of State should ensure that the Assistant Secretary of State for Intelligence and Research provides adequate oversight of the ACDA facility and the SCI holdings, as required by applicable directives and the memorandum of agreement. This oversight should include, at a minimum, an annual inventory of all SCI held by ACDA to ensure that all SCI is being appropriately accounted for and stored.

Status: Action in process.

State/Intelligence and Research (INR) inventoried all ACDA SCI holdings in September 1990 and all documents were accounted for by November 1990. In June 1991, State reported that it would complete another inventory prior to September 1, 1991. As of September 23, 1991, only 10 percent of ACDA SCI had been inventoried. INR plans to conduct a complete annual inventory in late 1991.

El Salvador: Accountability for U.S. Military and Economic Aid

NSIAD-90-132, 09/21/90 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO reviewed accountability for and controls over U.S. military and economic assistance to El Salvador, to determine: (1) whether any assistance was subject to misuse or diversion; and (2) what accountability and controls are in place.

Findings

GAO found that: (1) the United States has provided \$3.5 billion in economic and military aid to El Salvador since 1980; (2) there was no evidence that U.S. military aid to El Salvador had been diverted or misused since the time that GAO reported on illegal fuel transfers; (3) Salvadoran officials did not emphasize management controls over logistics, due to combat activities; (4) some written guidance was lacking, storage space was inadequate, and

inventories and spot checks were not regularly performed; (5) between 1980 and 1989, U.S. economic assistance to El Salvador totalled nearly \$2.6 billion, the fourth-largest economic aid program in the world; (6) Salvadoran agencies continue to be affected by serious internal control weaknesses despite the Agency for International Development (AID) mission's efforts to control funds; and (7) by improving El Salvador's financial management capability, reductions in the vulnerability of local currency funds could be accomplished.

Open Recommendations to Agencies

Recommendation: The Secretary of Defense should, after coordination with the Department of State, direct the Defense Security Assistance Agency (DSAA) and the Military Group in El

Salvador to work toward reaching an agreement with El Salvador's military on actions needed to improve internal controls, including authorizing MILGROUP to conduct periodic spot checks of selected U.S.-funded military items to provide reasonable assurance of accountability and control.

Status: Action in process. On October 17, 1990, DSAA obtained a commitment from El Salvador's military to allow U.S. personnel to perform regular and on-demand checks of selected U.S.-funded military items in the Salvadoran Armed Forces inventory. U.S. personnel have designed a spot check program and have begun conducting random "no notice" spot checks. However, they were in the process of finalizing operating procedures in late 1991.

State Department: Need to Improve Maintenance Management of Overseas Property

NSIAD-90-216, 09/24/90 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO examined the Department of State's maintenance of its overseas facilities at 14 posts.

Findings

GAO found that: (1) State's Office of Foreign Building Operations (FBO) lacked complete information on the condition of its overseas buildings and properties and on the costs to maintain, or rehabilitate them, but estimated that it could cost as much as \$450 million to

eliminate the backlog of maintenance and repairs; (2) reasons for the poor condition of U.S. property included the age of the buildings, neglect or deferral of maintenance, and low skill levels of maintenance workers; (3) none of the 14 posts visited managed maintenance operations systematically, conducted

annual property condition surveys, or developed annual work plans linking posts' resource needs to annual budgets; (4) some posts did not meet priority maintenance needs relating to facility safety; (5) FBO exercised insufficient oversight of overseas maintenance activities; (6) the posts did not use the FBO Real Estate Information Management System effectively; and (7) lack of accountability and an absence of internal controls resulted in unauthorized or improper uses of maintenance funds at some posts. GAO also found that FBO took such steps to improve overseas real property management as: (1) initiating efforts to identify maintenance and repair requirements; (2) establishing two regional centers to provide additional

maintenance assistance to posts; and (3) initiating an overall maintenance system and hiring facility managers for all newly constructed office buildings.

Open Recommendations to Agencies

Recommendation: The Secretary of State should revise the Foreign Affairs Manual to make annual building condition assessments a requirement and direct FBO to provide training and assistance to posts to ensure that annual surveys are effectively completed.

Status: Action in process. Estimated completion date: 06/92. State is in the process of revising the Foreign Affairs Manual to require annual condition assessments. FBO is also developing

training materials and expects the process to be completed in mid-1992.

Recommendation: The Secretary of State should improve maintenance operations and increase accountability of maintenance resources by incorporating key elements of the FBO Buildings Maintenance Handbook into the Foreign Affairs Manual to require overseas posts to identify their maintenance needs and standardize post maintenance operations.

Status: Action in process. State is revising the Foreign Affairs Manual to require posts to identify maintenance needs and standardize post maintenance operations. This action should be completed by the end of 1991.

European Initiatives: Implications for U.S. Defense Trade and Cooperation

NSIAD-91-167, 04/04/91 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO examined European initiatives toward forming a single integrated market, focusing on the: (1) activities and initiatives of the European Community (EC) and the Independent European Program Group (IEPG) and their effect on U.S. defense trade and cooperation; (2) defense trade agreements with the European allies of the North Atlantic Treaty Organization (NATO); and (3) roles of the Departments of State, Defense (DOD), and Commerce and in the Office of the U.S. Trade Representative in monitoring, assessing, and managing U.S.-European defense trade and cooperation issues.

Findings

GAO found that: (1) EC initiatives for U.S. defense trade and technology transfer policy have important implications for defense tariffs, rules of origin, product standards, mergers and acquisitions, and export controls; (2) IEPG was implementing a plan to integrate the European defense market and industry to better coordinate European defense research and development among the member countries, which could eventually exclude the U.S. industry; (3) since the U.S. defense trade advantage with European allies had significantly declined, the continued usefulness of reciprocal defense procurement agreements were questionable; (4) U.S. government and industry officials

perceive an increase for European firms in defense contract awards and new programs; and (5) no State or DOD office fully addressed the defense trade implications of EC or IEPG initiatives.

Open Recommendations to Agencies

Recommendation: To improve interagency coordination and policy formulation, the Secretary of State should form a sub-group under a relevant policy coordinating committee. This group should provide the needed coordination between State and DOD as well as the Department of the Treasury, Commerce, and the U.S. Trade Representative, to address EC and the

IEPG initiatives affecting U.S. defense trade interests.

Status: Action in process. State agreed with the recommendation and initiated action to establish a sub-group under a relevant National Security Council policy coordinating committee. An informal, interagency defense trade working group has been established. State is still attempting to achieve interagency consensus on establishing the formal sub-group under a policy coordinating committee, as GAO recommended.

Recommendation: The Secretary of Defense should establish a formal

defense trade and cooperation working group under the Deputy Secretary of Defense to more fully examine, coordinate, and formulate U.S. positions on European initiatives affecting defense trade, cooperation, and technology security. The working group should include representatives from all DOD offices within Policy, Acquisition, and General Counsel International that have a stake and interest in European integration issues.

Status: Action not yet initiated.

Recommendation: The Secretary of Defense should revise the armaments cooperation charter to task U.S.

embassies' offices of defense cooperation in the appropriate European nations to: (1) track military procurement and evaluate the effect of IEPG initiatives on host government defense procurement practices; (2) determine whether price, capability, or buy-national or European criteria were critical factors in awarding contracts; (3) discuss contested contracts with U.S. industry representatives; and (4) determine if trans-Atlantic defense trade is subject to discriminatory practices or invisible barriers.
Status: Action not yet initiated.

Israel: U.S. Military Aid Spent In-Country

NSIAD-91-169, 05/23/91 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO reviewed Israel's expenditures for U.S. military aid offshore procurements to determine: (1) whether the Defense Security Assistance Agency (DSAA) observed the legislative requirements governing those procurements; and (2) the effects of those procurements on Israel's military budget and domestic economy.

Findings

GAO found that: (1) Israel paid its contractors in local currency, and DSAA reimbursed it for eligible costs in hard currency; (2) DSAA did not observe the legislative requirement that Israel use offshore procurement funds only for the development and production of advanced weapon systems, since it reimbursed Israel for fuel, maintenance, and ammunition costs; (3) DSAA did not require Israel to account for the hard

currency provided for offshore procurements; (4) Israel was spending an increasing amount of U.S. military aid outside the United States on offshore procurements; (5) legislation did not define advanced weapon systems and DSAA permitted Israel to determine what procurements were covered; and (6) DSAA lack of oversight on Israel's use of hard currency provided from offshore procurements appeared inconsistent with other administration oversight efforts.

Open Recommendations to Congress

Recommendation: Congress may wish to reexamine the primary purpose of offshore procurements. If the purpose of offshore procurements is to aid Israel in researching, developing, and procuring advanced weapons, the language in future appropriations need not change.
Status: Action in process.

Recommendation: Congress may wish to reexamine the primary purpose of offshore procurements. If the purpose of offshore procurements is to support Israel's economy, the funds should be appropriated as part of the Economic Support Fund, eliminating the Department of Defense's (DOD) involvement in a cash transfer. Under this option, the Foreign Military Financing portion of Israel's assistance would decline while the Economic Support Fund level would increase by the transferred amount.
Status: Action in process.

Recommendation: Congress may wish to reexamine the primary purpose of offshore procurements. If the purpose of military aid in general is to maximize Israel's defense budget, offshore procurements should be eliminated or phased out, and Israel should be required to spend all Foreign Military Financing in the United States. Offshore

procurements could still be allowed for specific projects either by DSAA, through the Arms Export Control Act, or by specific congressional action. Congress could designate only certain offshore defense projects for full or partial funding, as it did with the Lavi aircraft. Under this option, no change would take place in the mix of assistance Israel currently receives.
Status: Action in process.

Congressional Action: The Senate proposal, S. 1435, to amend the fiscal year 1992 DOD authorization legislation drops the restriction that funding be limited to advanced weapon systems. If

enacted, this change will give DSAA greater latitude in approving Israeli projects for U.S. financing, and additional program administration will not be warranted.

Open Recommendations to Agencies

Recommendation: Unless Congress changes the law governing offshore procurements for Israel, the Secretary of Defense should direct DSAA to define advanced weapon systems and limit funding to these systems.
Status: Action in process. This recommendation will no longer be

applicable if the Senate-proposed amendment to the fiscal year (FY) 1992 DOD authorization legislation is enacted.

Recommendation: Unless Congress changes the law governing offshore procurements for Israel, the Secretary of Defense should direct DSAA to take a more active role in reviewing and approving projects for U.S. financing.
Status: Action in process. This recommendation will no longer be applicable if the Senate-proposed amendment to the FY 1992 DOD authorization legislation is enacted.

Severance Pay: DOD Not Exempt From Paying Benefits to Greek Employees

NSIAD-91-223, 07/22/91 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO: (1) analyzed whether section 311 of the National Defense Authorization Act for Fiscal Years 1990 and 1991, which prohibits the Department of Defense (DOD) from making severance payments if termination of employment results from the host government's request to close or curtail activities at a U.S. base, applied to the closure of two military bases in Greece; (2) determined the amount of severance and incentive pay to which base employees may be entitled; and (3) analyzed difficulties in implementing section 311 and proposed ways to alleviate them.

Findings

GAO found that: (1) the historical record suggested that the United States decided to close one base, and although the

historical record indicates that the Greek government repeatedly told the United States it would have to close the other base, the 1990 Mutual Defense Cooperation Agreement states that the United States decided to close it; (2) DOD and the Department of State believe that section 311 does not apply to the two bases, since the United States decided to close them; (3) section 311 does not apply to the Greek base closures, since the closures resulted from termination of a 1983 agreement which was entered into before section 311 became effective; and (4) according to U.S. military officials, the United States will owe a total of about \$7.2 million in severance and incentive pay to local nationals employed at the two bases. GAO also noted that problems that could arise in implementing section 311 include: (1) confusion as to who requested the base closures and why; (2) legal difficulties

that the United States and its contractors may encounter if they do not make the payments; (3) actions against the United States by the Greek government; and (4) lawsuits and labor unrest, since there is no guarantee that the Greek government would make the severance payments if the United States does not meet its obligation.

Open Recommendations to Congress

Recommendation: In view of international agreements in several countries obligating the United States to make severance payments and the possibility of lawsuits and labor unrest, Congress may wish to consider eliminating section 311. Alternatively, if Congress wanted to effectively restrict severance pay, it could prohibit DOD from using any appropriations for

severance pay at specific bases, such as Hellenikon. In the future, to determine whether severance payments are warranted, Congress could require advance notification of the DOD planned

action and conduct its own inquiry, or require an executive branch report, on the circumstances of particular base closures.

Congressional Action: The House Armed Services Committee is not taking up the issue at this time.

Travel Advisories: State Needs Better Practices for Informing Americans of Dangers Overseas

NSIAD-91-249, 08/28/91 GAO Contact: Joseph E. Kelley, (202)275-4128

Background

Pursuant to a congressional request, GAO provided information on the Department of State's policies and procedures for issuing travel advisories and notices of potential dangers to overseas travellers.

Findings

GAO found that: (1) State lacked official written policies and procedures on issuing travel advisories and notices, especially those mentioning crime conditions; (2) even though State's guidance to overseas posts mentioned crime as a factor in determining the need for issuing a travel advisory, State did not consistently report information on crime conditions in foreign countries to American citizens; (3) because of general, limited, or misleading

information, some advisories and notices did not appropriately warn travellers of potential dangers; (4) as a result of the GAO review, State stated that travel notices would receive the same distribution as travel advisories and that it would put travel notices on its recorded message system; and (5) State officials indicated that a system designed to inform the general public on security and crime information would be operational by October 1, 1991.

Open Recommendations to Agencies

Recommendation: The Secretary of State should establish written policies and procedures for issuing travel advisories and travel notices, especially for crime.

Status: Action not yet initiated.

Recommendation: The Secretary of State should provide country-specific crime information in travel advisories and notices for countries with crime problems.

Status: Action not yet initiated.

Recommendation: The Secretary of State should expand the information on crime conditions in the "Tips for Travelers" pamphlets.

Status: Action not yet initiated.

Recommendation: The Secretary of State should publish and clearly identify the telephone number of the travel advisory recorded message in all public telephone directories and in passports.

Status: Action not yet initiated.

General Science, Space, and Technology (250)

National Aeronautics and Space
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National Aeronautics and Space Administration

Issue Area Summary: National Aeronautics and Space Administration

Impact of GAO's Work

In early 1989, we increased our reviews of the programs and activities at the National Aeronautics and Space Administration (NASA) in anticipation of increased emphasis on the civilian space program in the 1990s. Our efforts this past year resulted in congressional testimonies and other reports focusing on various significant issues at the agency, including such major research and development efforts as the Space Station Freedom and the next generation of geostationary weather satellites.

Most of our recommendations to NASA and the Congress were intended to improve management and oversight of the agency's operations. For example, we recommended that NASA establish and maintain improved oversight of its field centers' maintenance and environmental protection activities; develop and implement improved policies and procedures for identifying and archiving key data from its past and future space science missions; improve the independent validation and verification process for space shuttle software; and establish grant support goals to help manage its efforts to encourage the development of commercial uses of space. In most cases, the agency agreed to our recommendations and corrective actions have been taken, or are planned.

In the NASA environment, large monetary benefits are most closely associated with cancellations or major down-scoping of the planned capability of individual projects under development. We recently reported that NASA no longer had firm requirements for the Orbital Maneuvering Vehicle, which was then estimated to cost \$737 million. Our work helped NASA decide to terminate this effort and avoid spending \$476 million.

Key Open Recommendations

NASA historically operates in a highly decentralized fashion, with its field centers having considerable discretion in carrying out their local management responsibilities. Partly as a result of this operating latitude, we found significant differences in the quality of facilities' maintenance and environmental protection activities among the field centers. Some were not achieving minimally acceptable performance levels.

We believe that agencywide standards and strategies are needed to ensure that, over time, each center will have adequate maintenance and environmental control programs. We recommended that NASA develop guidelines and standards for establishing comprehensive maintenance management systems and for planning and implementing environmental control programs that identify pollution problems and help ensure regulatory compliance. (GAO/NSIAD-91-34, see p. 200, and GAO/NSIAD-91-146, see p. 202.)

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Recommendations: National
Aeronautics and Space
Administration**

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Space Operations: NASA Is Not Properly Safeguarding Valuable Data From Past Missions

IMTEC-90-1, 03/02/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

GAO reviewed the National Aeronautics and Space Administration's (NASA) management and storage of space science data.

Findings

GAO found that NASA: (1) stored space data under unsatisfactory conditions; (2) did not perform an agencywide inventory of its magnetic tapes and, consequently, did not know what data were retained or lost; (3) could not easily identify or retrieve tapes stored in its centers or at universities; and (4) did not enforce federal regulations or develop standards for minimum acceptable storage, maintenance, or inventory practices. GAO also found that: (1) storage and processing facilities did not have adequate temperature control or fire and water protection; (2) some facilities lacked security against unauthorized entry into storage areas; and (3) only one facility maintained backup files to restore data accidentally lost or destroyed.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should instruct NASA officials responsible for the management of data

to assess, in cooperation with the scientific community, the inventoried data for their scientific value and the integrity of their storage media.
Status: Action in process. Work is well underway to assess the value of data and current storage media.

Recommendation: The Administrator, NASA, should instruct NASA officials responsible for the management of data to copy valuable data from deteriorating tapes to archival quality magnetic tapes or other storage media suitable for long-term retention of digital data, and release unneeded tapes for reuse or disposal.

Status: Action in process. NASA stated that it currently has several ongoing efforts to copy source data to compact disk technology.

Recommendation: The Administrator, NASA, should instruct NASA officials responsible for the management of data to develop and implement agencywide tape management and maintenance standards which include all National Archives and Records Administration (NARA) regulations and appropriate National Institute of Standards and Technology guidelines.

Status: Action in process. NASA is now revising its handbook on records management. It should be complete late in 1991.

Recommendation: The Administrator, NASA, should instruct NASA officials responsible for the management of data to ensure that the offices and officials responsible for managing space science data are identified and their responsibilities clearly defined.

Status: Action in process. NASA stated that it is currently revising its policies to reflect the current environment and future emphases.

Recommendation: The Administrator, NASA, should instruct NASA officials responsible for the management of data to ensure that NASA data management and archiving are allocated adequate resources to properly store and maintain NASA space science data holdings.

Status: Action in process. NASA has requested funding for a comprehensive data management initiative.

Recommendation: The Archivist of the United States should periodically inspect and review NASA records documentation and disposition practices as required by regulations.

Status: Action in process. Estimated completion date: 10/93. NARA plans to undertake a series of evaluations of NASA records management activities from 1991 to 1993.

Space Program: Space Debris a Potential Threat to Space Station and Shuttle

IMTEC-90-18, 04/06/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) response to the space debris issue, focusing on: (1) its plans and cost estimates for protecting the planned space station from debris; (2) NASA and Department of Defense (DOD) debris tracking capabilities; and (3) the effect of orbital debris on space shuttle operations.

Findings

GAO found that: (1) NASA had not revised documents used to guide contractors in designing the station to accommodate the effects of space debris; (2) NASA made progress in revising its 1984 debris model, which could increase costs; (3) NASA planned to assess debris

hazards; (4) NASA considered a combination of shuttle protective techniques but, without updated and complete information, could not conclude which techniques were the most protective; (5) NASA planned to finalize the space station's design requirements in 1992; (6) NASA relied on DOD radar and optical sensors to track space objects, but only about 3.5 percent of the tracked objects were smaller than 10 centimeters, and NASA planned to use a separate facility to track objects measuring between 1 and 10 centimeters; (7) although there was no severe damage, various shuttles had shown evidence of being hit by debris; (8) NASA made provisions in its shuttle flight rules to require collision avoidance maneuvers, but ordered no such maneuvers during the first five missions under the new rules; and (9) potential shuttle risks were expected to increase

because of longer shuttle missions and increased debris.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should initiate and complete the needed risk, hazard, and cost analyses associated with a valid space debris estimate in time for their results to be incorporated into the final design requirements for the space station scheduled for 1992.

Status: Action in process. A NASA Debris Committee and the Massachusetts Institute of Technology consultant agreed on an environment model. The model is being used as a basis for space station risk/hazard/cost analysis. Action should be complete late in 1991.

Administrative Systems: NASA Should Reassess Its AIM Program and Rescind Its IBM-Compatible Policy

IMTEC-90-41, 05/01/90 GAO Contact: Jack L. Brock, (202)275-3195

Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) automatic data processing (ADP) procurement practices.

Findings

GAO found that NASA: (1) relied on headquarters and each of its nine centers to individually process automated administrative data; (2) did not provide adequate documentation justifying its decision to decentralize the operation of Automated Information

Management (AIM) program systems; (3) did not perform comparative cost analyses to determine the number of sites needed to operate AIM systems; and (4) did not consider alternative approaches for implementing new or redesigned systems or ensure that the operation of AIM systems at each decentralized location was the most cost-

effective and efficient approach. GAO also found that: (1) NASA did not adequately justify its policy requiring compatible hardware for all administrative computer systems; and (2) negative aspects of the policy that excluded non-compatible equipment outweighed the benefits of the policy.

Open Recommendations to Agencies

Recommendation: To ensure that NASA AIM systems are implemented in the most cost-effective manner for meeting its needs, the Administrator, NASA,

should direct NASA to determine the most cost-effective approach, including the number of locations and the hardware architecture for operating AIM systems, by conducting a comparative cost analysis of the various alternatives.

Status: Action in process. NASA is continuing to review the AIM program, including conducting cost-benefit analyses. NASA is considering an open systems approach to AIM.

Recommendation: To ensure that NASA AIM systems are implemented in the most cost-effective manner for meeting

its needs, the Administrator, NASA, should direct NASA to implement the best approach, given the results of the analysis, which may result in using either an International Business Machines Corp. (IBM)-compatible or a non-IBM-compatible architecture to process AIM at a centralized location, continue AIM on a decentralized basis at each center, or a combination of those approaches.

Status: Action in process. NASA, as part of its AIM review, will decide on the best approach. NASA is considering using an open systems approach to its administrative ADP systems.

Technology Development: Future Use of NASA's Large Format Camera Is Uncertain

NSIAD-90-142, 06/06/90 GAO Contact: Mark E. Gebicke, (202)275-5140

Background

In response to a congressional request, GAO reviewed: (1) why the National Aeronautics and Space Administration (NASA) had stored the Large Format Camera (LFC) since its first and only flight in 1984; and (2) possible future LFC uses.

Findings

GAO found that: (1) NASA had successfully demonstrated LFC capabilities by showing that high-quality pictures could be produced in space; and (2) NASA acquired high-resolution three-dimensional pictures that aided in the development of photographic interpretation and analysis techniques. GAO also found that NASA: (1) did not

find using LFC on the space shuttle to be commercially feasible because of the high costs associated with shuttle missions; (2) lacked acceptable flight patterns for using LFC because of the planned angles of flight for future shuttle missions; (3) had little or no available cargo space on shuttle missions in the near future; and (4) lacked confidence in the market for LFC products. In addition, GAO found that: (1) using LFC on the planned space station did not appear to be a realistic alternative; (2) NASA was not successful in interesting other agencies or private companies in LFC use on the shuttle missions; and (3) NASA had taken actions to protect LFC from environmental deterioration.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should consider using LFC on an aircraft, such as ER-2.

Status: Action in process. The U.S. Forest Service considered a joint venture with NASA to use LFC for surveying forest areas. A decision is expected at the end of 1991.

Recommendation: If aircraft use is determined not to be feasible, the Administrator, NASA, should consider transferring LFC to a museum, such as the National Air and Space Museum. **Status:** Action in process. Procedures have been prepared for transferring LFC to a museum if the U.S. Forest Service's response is negative.

Space Operations: NASA Is Not Archiving All Potentially Valuable Data

IMTEC-91-3, 11/02/90 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) management of space science data to determine whether NASA: (1) archived all of its valuable data; and (2) had a mechanism in place to allow scientists to provide input on what types of data should be archived.

Findings

GAO found that NASA: (1) did not archive data from some important missions and its principal data archival and dissemination facility, the National Space Science Data Center (NSSDC), had incomplete data for many important missions; (2) had a policy that permitted destruction of valuable data; (3) did not enforce its policy requiring the preparation of project data management plans for each mission; and (4) needed better management safeguards, since current policies permitted the disposal of original data and there was no guarantee that analyzed data were archived before original data were destroyed. GAO also found that scientists: (1) participated in the NASA Space Science and Applications Advisory Committee and its subcommittees and in management operations working groups, but did not participate in mission-level teams that made critical data management decisions; and (2) believed that their participation in key data management areas was ineffective.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should require NSSDC to identify and, if warranted and cost-effective, obtain all outstanding archival data from past missions not yet delivered to its archives.

Status: Action in process. Estimated completion date: 10/94. NASA recently completed the data census. Funding has been requested to support the second part of the recommendation.

Recommendation: The Administrator, NASA, should revise data management policy to recognize the need to archive selected original data of potential long-term scientific value.

Status: Action in process. The revised data management policy is now being reviewed by NASA officials and offices.

Recommendation: The Administrator, NASA, should revise data management policy to specify archiving requirements for data produced by life science, microgravity, aircraft, balloon, and sounding rocket missions, and data from NASA instruments flown on shuttle missions and foreign spacecraft.

Status: Action in process. NASA has included requirements for these sciences in the planned revision to its data management policy, which is now being reviewed internally at NASA.

Recommendation: The Administrator, NASA, should ensure that all missions

develop and submit approved project data management plans.

Status: Action in process. NASA will annually assess mission compliance. NASA is also revising the guidance on preparing project data management plans.

Recommendation: The Administrator, NASA, should establish and enforce an internal controls system to ensure that original data are not destroyed until NSSDC has received all appropriate archival data.

Status: Action in process. In cooperation with the National Archives and Records Administration (NARA), NASA is completely revising its records disposition handbook.

Recommendation: The Administrator, NASA, should determine what additional actions could be taken to involve scientists more in the development and operation of mission data management systems.

Status: Action in process. NASA plans to investigate ways to strengthen involvement of the scientific community.

Recommendation: The Administrator, NASA, should determine what additional actions could be taken to more strongly encourage missions to include participation of outside scientists on mission-level data management committees.

Status: Action in process. NASA plans to review representation of scientists on mission-level data management committees.

NASA Maintenance: Stronger Commitment Needed to Curb Facility Deterioration

NSIAD-91-34, 12/14/90 GAO Contact: Mark E. Gebicke, (202)275-5140

Background

Pursuant to a congressional request, GAO examined the condition of the National Aeronautics and Space Administration's (NASA) facilities for research, development, and flight activities.

Findings

GAO found that: (1) NASA facilities, many of which were 30 to 50 years old, were deteriorating due to age, weather, and insufficient or deferred maintenance, but the extent of visible deterioration varied considerably; (2) serious facility problems included rusted and unreliable heating, ventilating, and air conditioning systems, leaking steam lines, water valves, and pumps, peeling or missing paint, and leaking roofs; (3) insufficient or deferred maintenance has resulted in the need for costly repairs at some facilities; (4) NASA lacked comprehensive guidance to standardize

centers' facility maintenance operations; (5) NASA, recognizing the growing problem, made facility maintenance a part of its goal to improve its institutional structure, and worked to determine its total maintenance funding needs; (6) some centers made a stronger commitment to allocating funds to maintenance than others did; (7) NASA indicated that only its research and management appropriation specifically identified maintenance activity; (8) in eight centers, variances in the research and development appropriation allocations accounted for most of the difference in centers' total maintenance funding from 1985 to 1989; (9) centers often attempted to cope with reduced funding by deferring maintenance, resulting in a backlog of maintenance activities; (10) between 1985 and 1989, centers allocated only 0.9 to 1.5 percent of their facilities' replacement value; (11) between 1985 and 1989, 8 centers spent about \$125.8 million annually to

maintain their facilities; and (12) NASA did not have adequate information to properly administer facility maintenance activities.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should establish standards to guide centers in the development of comprehensive maintenance management systems that include all the information needed to identify maintenance needs and plan, budget, schedule, and report maintenance requirements.

Status: Action in process. NASA is developing a comprehensive agency manual and a NASA Management Instruction on facilities maintenance management. Both are drafted and awaiting final approvals that are expected in late 1991.

Space Shuttle: NASA Should Implement Independent Oversight of Software Development

IMTEC-91-20, 02/22/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO obtained information on the National Aeronautics and Space Administration's (NASA) efforts to improve shuttle software oversight

activities and identified: (1) NASA procedures for developing, validating, verifying, and reconfiguring shuttle software; (2) an independent NASA contractor's recommendations for verification and validation (V&V) of shuttle software; (3) NASA progress in

implementing the recommendations; and (4) NASA resolution of the National Research Council's (NRC) and the shuttle program's software steering group's concerns about the V&V process.

Findings

GAO found that NASA: (1) agreed to respond to NRC and congressional concerns about independent V&V for shuttle software development, but had not yet committed to it and had moved slowly in establishing V&V policies and documenting existing V&V practices; (2) expanded its V&V contract with an independent contractor, but implemented only 6 of the contractor's 219 recommendations; (3) planned to phase out the contract in 1991 because it believed that the contractor's recommendations added little value and the contractor identified either insignificant problems or problems NASA would have identified through its own quality assurance process; (4)

addressed some V&V issues raised by the shuttle software steering group, but felt that the program already had sufficient oversight and independence; and (5) contended that current software V&V practices provided adequate independence between software developers and acquirers.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should: (1) require independent V&V for shuttle software, bearing in mind the views of NRC, the House Committee, the software steering group, and NASA-wide guidance; and (2) ensure that the independent V&V organization

is outside the control of the shuttle program office.

Status: Action in process. NASA has reconvened the software steering group to establish V&V policy for the shuttle program.

Recommendation: The Administrator, NASA, should bring to closure the issues raised by the software steering group concerning policy and documentation of V&V activities. In this regard, he should require the steering group to provide formal recommendations and require the program office to provide time frames for addressing them.

Status: Action in process. The steering group reconvened in May 1991. The recommendation is being implemented.

Space Station: NASA's Search for Design, Cost, and Schedule Stability Continues

NSIAD-91-125, 03/01/91 GAO Contact: Mark E. Gebicke, (202)275-5140

Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) Space Station Program, focusing on the: (1) annual design, estimated cost, and schedule changes since 1985; (2) annual budget requests and resulting funding for fiscal year (FY) 1985 through FY 1991; and (3) NASA 1989 program review's impact on the space station's cost and capabilities.

Findings

GAO found that: (1) NASA often changed the space station's design and cost estimate and postponed its assembly schedule, primarily because of conflicts between engineering technology and station capabilities, rising cost estimates,

and reductions in planned budget increases; (2) recent congressional directives and an advisory committee's recommendations could result in further changes to the station's design, cost, and schedule; (3) NASA reported the space station's costs in its Capital Development Plan as required, but did not properly include the entire assembly period or the first-year cost of steady operations; (4) by FY 1991, the space station's capabilities had declined from the conceptual design proposed in 1984, but the costs increased from \$8 billion to \$12.3 billion in 1984 dollars; (5) in the FY 1991 estimate, related space station costs increased to \$38.3 billion in then-year dollars; (6) annual space station research and development funding increased from \$150 million in FY 1985 to nearly \$2 billion in FY 1991, less than

NASA requested; (7) to stabilize the space station's design and schedule at achievable funding levels, NASA conducted a program review that resulted in several design and schedule changes; and (8) although NASA predicted that those changes would substantially reduce development costs, it did not consider the cost of contractor proposals under negotiation, so its estimated savings may not be as large as it anticipated.

Open Recommendations to Congress

Recommendation: Congress may wish to consider requiring the Administrator, NASA, to expand the Capital Development Plan to disclose the space station's total direct and related cost

estimates for assembly and the operating cost estimate for at least the first full year of steady operations.

Status: Action not yet initiated.

Recommendation: Congress may wish to consider requiring the Administrator,

NASA, to expand the Capital Development Plan to provide all cost information in both then-year and constant dollars.

Status: Action not yet initiated.

Congressional Action: No congressional actions have been taken on these recommendations in approving fiscal year 1992 authorizations and appropriations for NASA.

Environmental Protection: Solving NASA's Current Problems Requires Agencywide Emphasis

NSIAD-91-146, 04/05/91 GAO Contact: Mark E. Gebicke, (202)275-5140

Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) Environmental Protection Program, focusing on the extent of environmental problems at NASA research centers, and corrective actions.

Findings

GAO found that: (1) NASA identified, through its internal assessments and environmental regulators' inspections, various environmental problems at its centers, including leaking underground storage tanks, exposed asbestos, and mercury spills; (2) such problems were caused by maintenance, industrial, and research processes and by previous military owners' practices at some NASA centers; (3) to correct such problems and comply with environmental regulations, NASA undertook or planned many costly projects, but it was difficult to determine the total project costs, partially because NASA inconsistently identified environmental costs in its budget; (4) it was difficult to determine the amount of cleanup that many contaminated sites needed, since NASA had not completed all the required studies; (5) NASA did

not adequately implement its policy to prevent, control, and abate environmental pollution; (6) NASA delegated the responsibility of implementing its environmental pollution policy to its centers without establishing an agencywide strategy or an effective monitoring and management system; (7) without an implementation strategy, the quality and success of the centers' programs varied in terms of their emphasis on environmental issues and their commitment of resources towards the programs; and (8) a lack of headquarters management hindered NASA ability to recognize serious noncompliance problems, ensure appropriate problem investigations, and ensure that centers performed periodic environmental audits.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should develop an agencywide strategy, including center-based, measurable goals, on implementing the environmental pollution prevention, abatement, and control policy.

Status: Action not yet initiated.

Recommendation: The Administrator, NASA, should establish standards on center environment staff levels, qualifications, and organizational authority, and provide for mechanisms to identify funding requirements.

Status: Action in process. The standards are linked to action pending on the first recommendation. Action has been completed on mechanisms to identify funding requirements with issuance of cost accounting codes for activities associated with the new system.

Recommendation: The Administrator, NASA, should develop criteria and guidelines for center reporting of imminent or actual noncompliance with environmental regulations, new state and local regulatory requirements being proposed or issued, and other items as appropriate.

Status: Action in process. Criteria and guidelines have been issued and a noncompliance tracking system is being developed at the Johnson Space Center.

Recommendation: The Administrator, NASA, should require that problems identified at one center be addressed at other centers with similar facilities or functions.

Status: Action in process. Action on this recommendation will be part of the

activities undertaken in response to the first recommendation.

Space Data: NASA's Future Data Volumes Create Formidable Challenges

IMTEC-91-24, 04/08/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO provided information on the National Aeronautics and Space Administration's (NASA) future storage needs and its initiatives for using information technologies.

Findings

GAO found that: (1) the volume of data NASA will archive will rise over 5,600 percent from 1990 to 2000; (2) NASA planned to design and construct the Earth Observing System Data Information System (EOSDIS), using an advanced mass storage system, to support the estimated \$38 billion Earth

Observing System (EOS) program; (3) EOSDIS initiatives could pose formidable challenges because of NASA reliance on an advanced mass data storage system that is not yet available, that may not work, and for which no media and data format standards exist; (4) NASA estimated that improving and completing its Customer Data and Operations System (CDOS), designed to provide initial ground processing, communications, data distribution, and archival of initially processed data, could cost between \$500 million to \$600 million; (5) the NASA information technology initiatives may not be visible to Congress, since NASA did not plan to report separately on each initiative; and

(6) some planned storage requirements for EOSDIS may be unnecessarily redundant, adding about \$35 million to the estimated cost.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should review the current plans for EOSDIS and CDOS and ensure that unnecessary data holdings are eliminated, and that project funding is reduced accordingly.

Status: Action in process. A permanent archive is being designed into CDOS, and will be removed from EOSDIS.

Commercial Use of Space: Many Grantees Making Progress, but NASA Oversight Could Be Improved

NSIAD-91-142, 05/30/91 GAO Contact: Mark E. Gebicke, (202)275-5140

Background

Pursuant to a congressional request, GAO reviewed: (1) the extent of private-sector involvement in the National Aeronautics and Space Administration's (NASA) grant program supporting the Centers for the Commercial Development of Space (CCDS); (2) the centers' progress toward and prospects

for self-sufficiency; and (3) NASA management of the program.

Findings

GAO found that: (1) the number of private industry affiliates increased from 63 reported by 6 centers in 1986 to approximately 199 reported by 16 centers in 1990, and industry financial

support increased from \$1 million in 1986 to over \$4 million in 1990; (2) CCDS will not achieve self-sufficiency in the near future, despite increased industry involvement; (3) to survive without government grants, centers needed to complete projects with the potential for ultimately generating patentable processes and products with commercial applications; (4) NASA implementation

of a flexible goal plan delimiting the grant support period could encourage grantees to hasten efforts toward self-sufficiency; (5) the Payload Selection Board review process needed to be reviewed to ensure desired review coverage and that members understand their roles and responsibilities; (6) timely, complete, and accurate fiscal information on centers' activities was not routinely available since NASA did not enforce reporting requirements on the use of federal funds; and (7) NASA lacked timely accounting information on its grantees, due to its lack of a uniform financial management system.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should establish, in consultation with each center, a grant support goal

with interim targets against which to track progress toward self-sufficiency and to determine the need for, and help measure the results of, corrective actions.

Status: Action in process. Estimated completion date: 05/92. The Administrator, NASA, has requested the National Academy of Public Administration (NAPA) to examine the processes cited in each of the recommendations as needing improvement.

Recommendation: The Administrator, NASA, should review the flight request and approval process to ensure that the expertise for such reviews is available in the most efficient manner possible and that those who are asked to assess flight requests fully understand the intended scope of their participation.

Status: Action in process. Estimated completion date: 05/92. The Administrator, NASA, has requested the NAPA to examine the processes cited in each of the recommendations as needing improvement.

Recommendation: The Administrator, NASA, should assess and, as necessary, strengthen the internal controls for ensuring that timely, complete, and accurate fiscal information on grantees is available in the NASA accounting system.

Status: Action in process. Estimated completion date: 05/92. The Administrator, NASA, has requested the NAPA to examine the processes cited in each of the recommendations as needing improvement.

Weather Satellites: Action Needed to Resolve Status of the U.S. Geostationary Satellite Program

NSIAD-91-252, 07/24/91 GAO Contact: Mark E. Gebicke, (202)275-5140

Background

Pursuant to a congressional request, GAO reviewed the National Oceanic and Atmospheric Administration's (NOAA) and the National Aeronautics and Space Administration's (NASA) joint efforts to develop and acquire the next generation of geostationary weather satellites, GOES-Next, focusing on: (1) cost, schedule, and technical status; (2) reasons for program problems that led to cost increases and schedule delays; and (3) options available for preventing a gap in U.S. geostationary weather satellite coverage.

Findings

GAO found that: (1) since NOAA submitted the fiscal year (FY) 1991 budget, the total estimated funding requirements increased from \$1.3 billion to over \$1.7 billion; (2) the first scheduled launch date for GOES-Next slipped from June 1991 to October 1992, a 3-year delay since the original July 1989 launch date; (3) technical problems with GOES-Next instruments and satellite control systems continue to cause significant cost increases and schedule delays; (4) NOAA and NASA halted work on the last three GOES-Next satellites to define and resolve

technical problems; (5) reasons for past and present program difficulties included design complexity, inadequate technical management, poor contractor coordination and workmanship, and inadequate program management; (6) the United States could experience a lack of geostationary satellite coverage if the GOES-7, the sole geostationary weather satellite now in operation, fails before GOES-Next or a replacement satellite is in orbit; and (7) the only alternative that addresses the current risk to U.S. weather forecast operations is the purchase of a foreign-owned satellite, which would resolve the risk of

a loss or degradation of satellite coverage in 1993 or later if the GOES-Next program is further delayed or cancelled and allow time for further repairs to GOES-7 if NOAA decides to proceed with the program.

Open Recommendations to Congress

Recommendation: In view of the continuing technical problems in the GOES-Next Program, Congress should direct NASA and NOAA to report by the end of FY 1991 on their progress in

resolving existing problems and the time frame and cost for achieving proposed solutions. FY 1992 funds for the production and testing of GOES-Next satellites should be withheld until a favorable solution is identified and reported to Congress.

Status: Action in process.

Recommendation: Congress should direct NOAA to develop a plan identifying the actions NOAA intends to take should it lose satellite coverage during the period of transition from its GOES-7 to future satellite operations.

The action plan should, at a minimum, consider the near-term and long-term benefits, risks, timing, and cost of each alternative identified by GAO and NOAA.

Status: Action not yet initiated.

Congressional Action: Congress is concerned about the potential loss of geostationary satellite coverage and expects NASA and NOAA to launch a geostationary weather satellite as soon as possible to minimize the risk of this happening.

Space Project Testing: Uniform Policies and Added Controls Would Strengthen Testing Activities

NSIAD-91-248, 09/16/91 GAO Contact: Mark E. Gebicke, (202)275-5140

Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) testing activities, focusing on: (1) the adequacy of the NASA testing policies and practices; (2) NASA oversight of contractor testing; and (3) the adequacy of resources available for testing.

Findings

GAO found that: (1) although space systems testing varies from project to project, many of the recent NASA space projects have accomplished or are expected to accomplish their mission objectives; (2) 7 of the 10 NASA-developed payloads placed in orbit between January 1986 and December 1990 have met their initial mission objectives; (3) because NASA did not have uniform, agencywide policy guidance for testing space systems, its existing guidance was fragmented, not

well defined, and varied between NASA field centers; (4) NASA policies did not require a comprehensive test plan for each project to show how performance requirements were validated, to define responsibilities for testing, or to identify any limitations in the testing program; (5) hardware designed for the same mission may be tested to different standards, since testing criteria differ from center to center; (6) although all centers have oversight controls to help ensure that contractors properly plan and conduct tests and report the results, some controls at some centers could be further strengthened; (7) NASA needs to retain more of its research and development work in-house to provide the needed hands-on opportunities for civil service personnel and to adequately oversee agency contractors; and (8) although resources were normally sufficient to conduct essential tests, no standard criterion existed for judging the adequacy of funds spent on testing.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should: (1) issue testing policies that define the NASA testing goals; (2) establish agencywide minimum requirements for space system test programs; and (3) define organizational roles and responsibilities for ensuring that tests are properly planned, conducted, and reported. The policy should require officials to prepare a comprehensive test plan for each project showing how each performance requirement will be validated and the controls established to ensure that validation activities are properly planned, conducted, and reported.

Status: Action not yet initiated.

Recommendation: The Administrator, NASA, should develop agencywide test standards to ensure consistent

qualification and acceptance testing for all hardware.

Status: Action not yet initiated.

Recommendation: The Administrator, NASA, should require that all centers: (1) approve contractor-prepared test plans and procedures for critical tests;

(2) implement procedures for independent reviews of testing on all major programs; and (3) review each project to determine if adequate personnel with needed skills are available to monitor critical contractor tests.

Status: Action not yet initiated.

Recommendation: The Administrator, NASA, should require that each project test plan fully disclose any testing limitation that increases technical risk and describe actions to be taken to minimize the risk.

Status: Action not yet initiated.

Space Communications: Better Understanding of Scheduling System Limitations Needed

IMTEC-91-48, 09/17/91 GAO Contact: Samuel W. Bowlin, (202)275-4649

Background

Pursuant to a congressional request, GAO reviewed the efficiency and effectiveness of the National Aeronautics and Space Administration's (NASA) system for scheduling usage of the Tracking and Data Relay Satellite System (TDRSS).

Findings

GAO found that: (1) since scheduling TDRSS usage is a complicated process, spacecraft project users generate a tentative schedule of the precise contact times and types of TDRSS services needed 3 weeks before service is required; (2) conflicts between users for the same service at the same time are resolved by changing the requested start time, changing the type of service requested, or switching the service requested to a different TDRSS satellite or antenna; (3) the Hubble Space Telescope and the space shuttle are the two biggest sources of schedule

disruption; (4) inadequate automated tools have made the conflict resolution process more tedious, labor-intensive, and potentially error-prone than necessary; (5) TDRSS users are concerned that the scheduling system may be inadequate to handle the expected increase in demand for communications services; (6) although TDRSS has been generally very reliable in providing service when needed, TDRSS failure to support user missions could have serious economic and scientific ramifications; (7) developing an efficient scheduling system to accommodate future growth would require an entirely new system design which has been planned but will not be available until fiscal year 1997 at the earliest; and (8) NASA is reluctant to implement enhancements that may streamline the conflict resolution process, because its data were not comprehensive enough to accurately predict the impact of additional TDRSS users on the scheduling process.

Open Recommendations to Agencies

Recommendation: The Administrator, NASA, should assess the ability of the current scheduling system to accommodate the additional TDRSS users expected in the near future. Basic measurements to support this assessment would likely include the volume of user requests that are received and rejected at all points in the scheduling process, the number of those requests that must be altered and resubmitted, and the time it takes to reach final resolution of conflicts.

Status: Action not yet initiated.

Recommendation: The Administrator, NASA, should use the results of the assessment of the current scheduling system to reevaluate its decision not to implement software enhancements that have been identified by scheduling operations personnel as critical to improving productivity.

Status: Action not yet initiated.

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