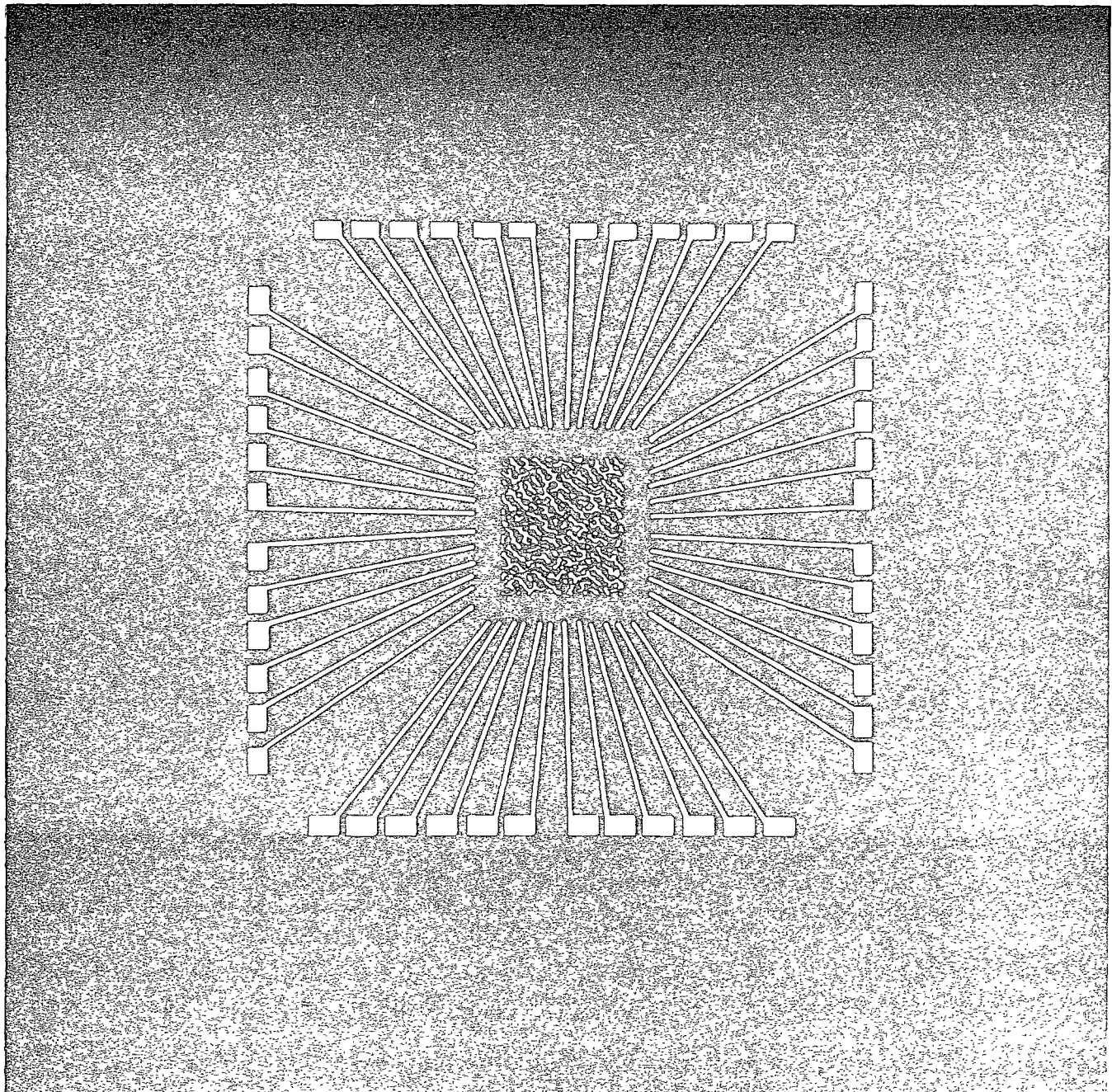


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A Bibliography of Documents Issued by the GAO on Matters Related to:

ADP



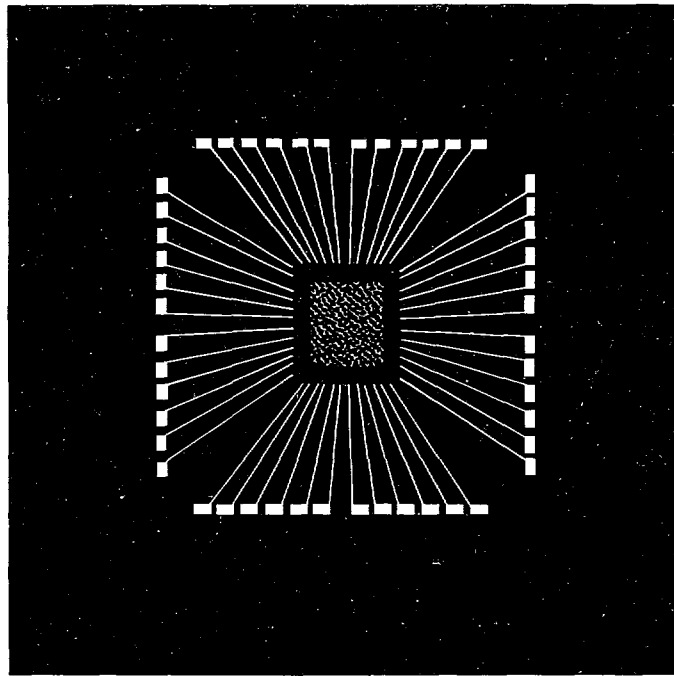
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GAO
United States General Accounting Office

**A Bibliography of Documents Issued by the GAO
on Matters Related to:**

ADP

January 1982 - December 1982



U.S. GENERAL ACCOUNTING OFFICE

CHARLES A. BOWSER, COMPTROLLER GENERAL

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FOREWORD

Computers and automatic data processing (ADP) continue to increase their contribution to agency management, resulting in both greater expenditures and an apparently irreversible, growing dependence on the technology. This combination calls for knowledgeable and effective management of such resources and appropriate auditing.

Appropriate auditing of ADP management encompasses a review of the agency's history to see if current problems were noted before and, if so, how they were addressed. This bibliography is the third in a series that should help the auditor reviewing recurring problems as it includes the majority of General Accounting Office (GAO) reports, decisions, and letters dealing with ADP. The documents were either released during 1982 or released earlier, but just last year determined to be ADP-related. The first bibliography (AFMD-81-85) was issued in September 1981 and includes similar documents that were released from 1976 through 1980. The second bibliography (AFMD-82-50) was issued in April 1982 and includes documents that were determined to be ADP-related and/or released during 1981. We plan to issue ADP bibliographies annually. Although the Accounting and Financial Management Division is GAO's division primarily responsible for ADP issues, the material covered in this bibliography represents the total ADP-related effort of all of GAO's offices and divisions.

You may direct questions about the bibliographies to Edwin Rodda, AFMD/ADP, Room 6011, GAO Building, 441 G Street, N.W., Washington, D.C. 20548, (202) 275-4797. To order individual documents, or request bibliographic searches on a specific topic, call GAO Information Handling and Support Facility (IHSF) at (202) 275-6241. You may use the cards included in this book to order documents.

INTRODUCTION

This **ADP Bibliography** contains citations and abstracts of ADP-related documents released by the U.S. General Accounting Office (GAO) during 1982. Included are references to audit reports, staff studies, speeches, testimonies, Comptroller General decisions, and other GAO documents. This bibliography can be used for a variety of purposes, including in-depth research into a specific topic, searching for a particular document, maintaining current awareness, and general browsing.

HOW TO USE THE BIBLIOGRAPHY

The bibliography is in two sections: a CITATION SECTION (white pages) and an INDEX SECTION (yellow pages).

The CITATION SECTION consists of brief descriptions of the documents and often includes an informative abstract. Some or all of the following information is in each citation, as appropriate:

- o **Title or subtitle**
- o **Type, date, and pagination**
- o **Author or witness**
- o **GAO Issue areas**
- o **Agencies or organizations concerned**
- o **Congressional Committees, Members of Congress, or agencies to whom the document is specifically relevant**
- o **Law and/or related statutory or regulatory authorities upon which the document is based**
- o **GAO Contact**

The INDEX SECTION is the key for locating references to ADP-related documents cited in this bibliography. The section is comprised of four indexes that classify information according to:

Subject

Agency or organization

(Includes both Federal agencies and nongovernmental corporate bodies)

Congressional affiliation

(Includes entries under relevant congressional committees and individual Representatives and Senators)

Document number

(Includes entries arranged by report number and/or B-number and date)

Reference from the index entries to the corresponding citations is provided by a unique six-digit accession number assigned to each citation. The accession number should also be used to request copies of the document described in the citation section.

A sample entry is shown opposite page one of the Citation Section and at the beginning of each index.

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SAMPLE CITATION

Accession Number — **119974**
 Title/Subtitle (Invented Titles Are Bracketed) — **Duplicative Federal Computer-Mapping Programs: A Growing Problem.** — Document Date
 Document/Report Number — **RCED-83-19; B-209466.** November 22, 1982. 19 pp. plus 11 — Pagination
 appendices (31 pp.).
 Type of Document — **Report to Sen. John W. Warner, Jr., Chairman, Senate Committee on Energy and Natural Resources: Energy and Mineral Resources Subcommittee; by Charles A. Bowsher, Comptroller General.** — Addressee
 GAO Issue Area (Code Numbers in Parentheses) — **Issue Area:** Land Use Planning and Control: Effectiveness of Land Use Planning on a National, Regional, and Local Basis (2312). — Author
Contact: Resources, Community, and Economic Development Division. — GAO Contact
 Budget Function (Code Numbers in Parentheses) — **Budget Function:** Natural Resources and Environment: Conservation and Land Management (302.0).
Organization Concerned: Office of Management and Budget; Department of the Interior. — Agency/Organization Concerned
 Congressional Relevance — **Congressional Relevance:** Senate Committee on Energy and Natural Resources: Energy and Mineral Resources Subcommittee; Sen. John W. Warner, Jr.
Authority: OMB Circular A-16. — Legislative Authority
 Abstract — **Abstract:** Federal agencies have begun to use the computer to prepare maps but, because their techniques have not been adopted in a coordinated manner, duplication has developed and opportunities for savings have been lost. GAO reported on the need for action to prevent further duplicative computer-mapping activities.
 Findings/Conclusions — **Findings/Conclusions:** Duplicative computer-mapping activities have developed because the U.S. Geological Survey (USGS), the principal civilian mapping agency, has not had enough funds to keep pace with other Federal agencies' demands for computerized versions of USGS products. Several agencies continue to use different formats, codes, and standards to obtain their mapping information; however, if this continues, USGS will have to reconstruct its work when it carries out plans to computerize these same maps. Program officials at several agencies claim that the lack of a central data base is the principal reason they began their own computer-mapping programs. Concern over the duplication problem has led to a number of actions, including: (1) the formation of an interagency committee to improve coordination and establish uniform standards for Federal computer mapping; (2) proposed legislation which would establish a revolving fund to finance a national computer-mapping data base; and (3) a proposed Office of Management and Budget (OMB) circular designed to encourage interagency coordination and administration of mapping activities.
 Recommendations to Agencies — **Recommendation To Agencies:** The Secretary of the Interior should direct USGS to accelerate its production of computerized maps which are most needed by Federal agencies. The accelerated production should help to establish a data base available for Government-wide use and reduce duplicative single-purpose computerizing. The Director of OMB should issue a circular or other directive requiring interagency coordination and preventing the establishment of duplicative computer-mapping programs. The directive should create a rulemaking body to establish uniform standards for Federal computer mapping so that agencies can exchange data and the needs of map users can be met at reasonable cost.

**CITATION
SECTION**

090830

[Social Security Should Change Its Proposed Process for Comprehensive Long-Range Planning]. HRD-81-120. July 2, 1981. 5 pp. Report to John A. Svahn, Commissioner, Social Security Administration; by Morton E. Henig, (for Peter J. McGough, Associate Director), GAO Human Resources Division.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113).

Contact: Human Resources Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Social Security Administration.

Abstract: GAO reviewed the Social Security Administration's (SSA) process for conducting comprehensive long-range planning. **Findings/Conclusions:** Nearly 2 years have passed since GAO reported that the SSA structural reorganization did not provide for comprehensive long-range planning. SSA has been slow in developing an agency-wide planning process, and the functional planning structure which has evolved is not fully responsive to prior GAO recommendations or to recommendations made by the SSA planning consultant. GAO believes that weaknesses in the planning structure could substantially delay the development of sound SSA-wide long-range operational plans upon which key ongoing medium- and short-range planning should be based. Developing an effective long-range planning process seems to be the only way SSA will be able to avoid recurrence of its systems problems, including hardware capacity problems, archaic and undocumented software, and shortages of key systems personnel. GAO believes that implementing the functional planning process which SSA has proposed would subject it to the risks inherent in delaying the development of a sound agency-wide plan, and the planning delays which would likely result would only increase the agency's operational problems. **Recommendation To Agencies:** The Commissioner of SSA should assign primary responsibility for formulating comprehensive long-range plans to the planning support staff and supplement its present personnel with representatives detailed from each operating component, including key field offices, to assist in the planning effort. The Commissioner of SSA should assign the SSA planning support staff to the Office of the Commissioner, reporting directly to the Commissioner or a Deputy Commissioner. If the staff is assigned to the Executive Planning Committee, it should be solely assigned to that committee, and that committee should be chaired by one of the top agency officials. The Commissioner of SSA should direct that SSA assign responsibility for formulating comprehensive long-range plans to a single agency component reporting directly to the Commissioner and not responsible for managing or supporting daily operations.

090831

[Provisional Checklist for Software Conversion Projects]. September 15, 1977. 15 pp. by Elmer B. Staats, Comptroller General. Refer to FGMSD-77-34, September 15, 1977, Accession Number 103389.

Contact: Financial and General Management Studies Division.

Abstract: During the GAO study of software conversion in the Federal Government, a provisional checklist was prepared for software conversion projects. This checklist is presented as an unofficial working document.

090832

[A Working Glossary of Computer Software Terms]. September 15, 1977. 19 pp. by Elmer B. Staats, Comptroller General. Refer to FGMSD-77-34, September 15, 1977, Accession Number 103389.

ADP Bibliography

Contact: Financial and General Management Studies Division.

Abstract: A glossary is presented of working definitions of software terms. These terms were compiled during a GAO study of computer software conversion in the Federal Government.

090884

[A Selected Bibliography on Computer Software Conversion]. September 15, 1977. 12 pp. Refer to FGMSD-77-34, September 15, 1977, Accession Number 103389.

Contact: Financial and General Management Studies Division.

Abstract: This bibliography lists the literature on conversion that was examined during the GAO study of computer software conversion in the Federal Government.

090916

From Auditape to Computer Assisted Audit Techniques. 1976. 5 pp. by Samuel Sherman, Audit Manager. GAO Resources and Economic Development Division. In *The GAO Review*, Vol. 11 Issue 1, Winter 1976, pp. 44-48.

Contact: Resources and Economic Development Division.

Authority: Government Corporation Control Act.

Abstract: This article discussed the history of GAO audits of the financial statements pertaining to the insurance operations of the Federal Housing Administration (FHA). The magnitude of FHA operations and the GAO audit of the financial statements is enormous. Before GAO had the ability to use the computer to audit, it relied on manual techniques. However, the volume of transactions and related documentation limited the extent of GAO audit work. In 1969, GAO first used the computer as an audit tool by applying Auditape to duplicate tapes of the FHA acquired home property system. Because Auditape was not compatible with the agency's computer, GAO started to develop its own computer assisted audit techniques (CAAT). The program incorporated accounting routines which were abstracted from the agency's program after a thorough analysis of these routines. As GAO computer knowledge increased, a number of file-oriented CAAT programs were written which retrieve specific data from designated tape records and analyze, verify, sample, and summarize the data in the format which GAO requires. With CAAT, GAO has expanded the scope of its audit and attained a number of objectives not possible with manual techniques.

090947

Computerizing the Pro Forma Workpaper. 1976. 8 pp. by William P. Johnston, Jr., Operations Research Analyst, GAO Financial and General Management Studies Division. In *The GAO Review*, Vol. 11, Issue 3, Summer 1976, pp. 11-18.

Contact: Financial and General Management Studies Division.

Abstract: This article outlined a system for collecting data during a review which involves computerization of a new style of pro forma workpaper. A growing number of GAO assignments are using a combination of surveys, data collection instruments, and computers to reduce job costs, reduce job time, provide for better use of data, and increase a manager's ability to control an assignment. The purpose of the survey is to identify the objectives to be reported on during the review. The development and use of a questionnaire-like schedule, called a data collection instrument, pinpoints the information required, standardizes the collection of data, and facilitates data entry. After the data are fed into the computer, data processing is greatly simplified. The computer can be used to do mathematical operations and to create new information from data in the file. In addition, the computer can be used to provide

descriptive statistics relative to the data. The GAO computer system transfers stored data between Washington and the regional offices, provides multiple copies for review and evaluation, and rapid information retrieval.

090955

Going a Step Further in Auditing To Get Results. 1976. 5 pp.
by Stephan J. Jue, Supervisory Auditor, GAO Field Operations Division: Regional Office (Seattle).
In *The GAO Review*, Vol. 11, Issue 2, Spring 1976, pp. 18-22.

Contact: Field Operations Division: Regional Office (Seattle).
Abstract: This article discussed the development and testing of a practical set of guidelines for computer modeling which a GAO team developed to alleviate management problems. GAO inventoried all of the current and recent modeling activities in the Pacific Northwest and decided on selection criteria. Questionnaires were used to invite a sample of model users, developers, and sponsors to tell GAO what went wrong with their modeling activities, and the responses were analyzed to develop tentative guidelines to prevent these same problems in developing future models. The respondents were asked to comment on the practicality of these proposed guidelines, which were revised accordingly and published. The response to the guidelines was overwhelmingly favorable. All of the modeling participants supported the GAO concept for managing the model development process and agreed that the guidelines were flexible and practical, that their use did not discourage competition, and that they could also be used on research and smaller modeling efforts.

090956

Governmental Auditing--Yesterday, Today, and Tomorrow. 1976. 9 pp.
by Elmer B. Staats, Comptroller General.
In *The GAO Review*, Vol. 11, Issue 2, Spring 1976, pp. 1-9.

Contact: Office of the Comptroller General.
Abstract: The Comptroller General discussed the history of auditing in the Federal Government. Audits aimed at improving economy and efficiency of operations have become commonplace and are performed extensively at all levels of government. Auditing has become more difficult because the computer has become a common accounting tool and, because of its complexity, auditors have had to acquire considerable specialized knowledge. The most dramatic change in Government auditing has been the emergence of the program results audit. With this development, the auditor must become concerned with whether Government programs are accomplishing their goals effectively and whether there are better alternatives. More and better intergovernmental audit cooperation is needed. If Government auditors are to respond to the increased auditing demands, they must improve their capabilities and use their resources wisely. This requires training and cooperation. Much also remains to be done to standardize Federal audit requirements and to give State and local governments the resources to perform audits that will consider these requirements. Intergovernmental audit forms are uniquely qualified to see that the necessary steps are taken.

090962

Library Resources at GAO--a Useful Tool for the Auditors. 1978. 4 pp.
by Susan Burns, Director, GAO Office of Librarian.
In *The GAO Review*, Summer 1978, Vol. 13, Issue 3, pp. 39-42.

Contact: Office of Librarian.
Abstract: The author noted that the advent of computerized bibliographic and legal information retrieval systems has had a major

impact on the research capabilities of the GAO library. Several different computerized systems are currently available. In the Technical Library, more than 90 separate data bases can be searched for references; and, for those seeking legal information, the Law Library has access to the Justice Retrieval and Inquiry System (JURIS), a full-text retrieval system for Federal case and statutory law.

090971

An Emerging Tool: The Computer Model. 1978. 6 pp.
by Annette Rooney, Operations Research Analyst, GAO Program Analysis Division; and Frank Capece, Operations Research Analyst, GAO Program Analysis Division.
In *The GAO Review*, Vol. 13, Issue 4, Fall 1978, pp. 101-106.

Contact: Program Analysis Division.
Abstract: This article discussed the GAO role in the increasing use of computer models by Government policy analysts and decision-makers. GAO first used computer models in the late 1960's to predict water quality under varying environmental conditions. GAO has also reported on computer-oriented war gaming, simulations, and contract studies sponsored by the Department of Defense. GAO use of models has increased to include applications in problem solving and decisionmaking in nearly all major issue areas. The development and use of models by executive agencies from the standpoint of economy and efficiency is also a GAO responsibility.

091103

[Defense Supply Agency Management of Wood Products]. PSAD-76-171; B-178457, B-178686. August 26, 1976. 8 pp.
Report to Secretary, Department of Defense; by Richard W. Gutmann, Director, GAO Procurement and Systems Acquisition Division.

Contact: Procurement and Systems Acquisition Division.
Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).
Organization Concerned: Defense Logistics Agency; Defense Construction Supply Center; Defense Supply Agency; Department of Defense.
Abstract: GAO conducted a survey of the Defense Supply Agency's (DSA) management of wood products. **Findings/Conclusions:** Effective procurement of lumber requires that installations determine the quality and quantity of the items needed, describe to DSA what is needed, and inspect what is received. The survey showed that most installations did not have the technical expertise to determine the proper quality of items needed or to properly inspect them when received. As a result, GAO found many instances where higher grades of lumber and plywood were ordered than were needed. The survey also showed that the automated Military Standard Requisitioning and Issue Procedures (MILSTRIP) system was not appropriate for many purchases. Since DSA began using MILSTRIP for wood products purchases, increases have occurred in the time needed to process purchase actions and to get items to installations. In addition, it is no longer possible for the Defense Construction Supply Center to make technical reviews of installation requests to determine whether appropriate items have been ordered. **Recommendation To Agencies:** The Secretary of Defense should require the Director, DSA, to reevaluate the use of the automated MILSTRIP system for procuring the wood products when it is not feasible to assign stock numbers and when descriptive data, such as detailed descriptions or additional specifications are required. In addition, the Director, DSA, should be required to increase DSA assistance to installations by assuring that up-to-date guidelines are available for use and by providing training courses and visits by wood products experts.

091116

Standard Definitions: Missing and Needed Software Tools. 1978. 11 pp.

by Steven Merritt, Operations Research Analyst, GAO Financial and General Management Studies Division.

In *The GAO Review*, Vol. 13, Issue 6, Spring 1978, pp. 17-27.

Contact: Financial and General Management Studies Division.

Abstract: This article discussed the software problems which are emerging with the increased use of computers by Federal agencies. Terminology is a constant difficulty with audit work in the software area. The field is new and software terms mean different things to different people. In addition, the field has moved so fast that standards organizations cannot keep up. The most recent publication of standard definitions is now 8 years old, and the author of this article discussed the meanings of many terms and emphasized that care is needed in the use of computer terminology.

091298

[Organizational Structure and Information Systems Used To Manage the Army's Depot-Level Maintenance Programs]. September 19, 1977. Released February 19, 1981. 3 pp.

Report to Secretary, Department of Defense; by Werner Grosshans, Associate Director, GAO Logistics and Communications Division.

Contact: Logistics and Communications Division.

Organization Concerned: Department of the Army: Army Aviation Systems Command; Department of the Army: Army Aeronautical Depot Maintenance Center, Corpus Christi, TX; Department of Defense; Department of the Army.

Abstract: GAO reviewed the organizational structure and information systems used to manage the Army's depot-level maintenance programs. **Findings/Conclusions:** GAO found that the prompt processing of maintenance data seems to be a significant problem for the Army which effects the usefulness of the data. The Army Aviation Systems Command (AVSCOM) uses data on the application of modification work orders to determine the status of approved aircraft modification projects. However, a large data processing backlog existed at the maintenance management center in January 1977 causing data submission delays up to 12 months and, therefore, AVSCOM directed field units to bypass the management center and submit modification data directly to AVSCOM. A similar data backlog existed at the Army Aeronautical Depot Maintenance Center (ARADMAC). These data control selected aircraft items which are usually high dollar value items or components whose failure would affect flight safety. Because of the backlog, ARADMAC reduced the content of the data forwarded from ARADMAC to the management center by 40 percent which could create problems of data compatibility, completeness, and control of selected aircraft items. An aviation maintenance unit at Fort Hood also experienced similar data backlog. GAO found that AVSCOM received the same data in different formats from separate sources. GAO stated that, by establishing the Depot Systems Command, the Army has consolidated the responsibilities for depot administration and management. GAO believes that the Army should continue to emphasize high standards for prompt and accurate maintenance data.

091299

[GPO Activities, Fiscal Year 1976]. July 29, 1977. Released February 19, 1981. 3 pp. plus 1 enclosure (1 p.).

Report to Walter C. DeVaughn, Assistant Public Printer, Government Printing Office; by David P. Sorando, Regional Manager, GAO Field Operations Division: Regional Office (Washington).

Contact: Field Operations Division: Regional Office (Washington). **Organization Concerned:** Government Printing Office.

Abstract: GAO examined the Government Printing Office (GPO) financial statements, discussed observations that were not included in the GAO annual report to Congress and suggested improvements of internal accounting controls for operational efficiency. **Findings/Conclusions:** GAO examination of yearend balances for deferred subscription income, accrued annual leave, and sick leave was hampered because tapes supporting these balances were destroyed. Although GPO cannot keep all computer tapes, GAO suggested that tapes supporting the yearend statement totals be retained for the annual financial audit. A GAO review of the publications for the sale inventory account disclosed differences between prices shown on the publications receipt and control system (PRCS) tape and the pricing cards maintained by the Superintendent of Documents. GAO suggested that this matter requires attention by management because there is a potential for increasing inaccuracies. In addition, a review of the cost of publications destroyed expense account disclosed errors on the sales stock adjustment worksheets which support the sales price destruction listing. The September 1976 journal vouchers showed that a yearend adjusting entry was made to eliminate a 25 percent handling surcharge on all paper and envelopes inventory issued from the GPO central office to the field offices, which is in accord with accounting principles; however, a similar handling charge was not eliminated on the material and supplies inventory issued from the central office. GAO suggested that both adjustments be made on a yearly basis. **Recommendation To Agencies:** The Superintendent of Documents should make periodic test checks of the PRCS tape against the pricing cards to ensure that price changes are incorporated into the PRCS system. The Superintendent of Documents should periodically sample and test the accuracy of arithmetic calculations on the Sales Stock Adjustment worksheets.

091300

[AID's Loan Accounting System]. June 10, 1977. Released February 19, 1982. 2 pp.

Report to John F. Owens, Acting Assistant Administrator, Agency for International Development: Bureau for Program and Management Services; by Frank M. Zappacosta, Assistant Director, GAO International Division.

Contact: International Division.

Organization Concerned: Agency for International Development: Bureau for Program and Management Services.

Abstract: During the course of a recent review of the Agency for International Development's (AID) Loan Program, GAO made a particular effort to assess the progress made in automating loan accounting operations. **Findings/Conclusions:** All loan accounting has been converted to an automated system and the implementing problems which GAO identified during a prior review have apparently been resolved. These changes have created an automated accounting system which differs significantly from the manual system approved by GAO. Sufficient progress has been made to warrant full documentation of the automated system to replace the existing loan account manual which GAO found that pertains to the older system which no longer exists. There is still a need for periodic internal financial audits of the Loan Program and for regularly recurring independent tests of source data and established procedures. **Recommendation To Agencies:** AID should: (1) reduce pertinent aspects of the current automated accounting system to a written description of procedures and controls, including provisions for periodic internal financial audits and independent tests of source data and established procedures; and (2) submit the documented system to the Comptroller General for approval.

091301

[*Improvement of Certain Management Areas*]. June 19, 1978. Released February 19, 1982. 7 pp.

Report to Lawrence Connell, Jr., Administrator, National Credit Union Administration; by David P. Sorando, Regional Manager, GAO Field Operations Division: Regional Office (Washington).

Contact: Field Operations Division: Regional Office (Washington).

Organization Concerned: National Credit Union Administration.

Abstract: During an audit of the National Credit Union Administration (NCUA) financial statements for the 15 months ended September 30, 1977, GAO noted certain matters that should be adopted to improve NCUA management. **Findings/Conclusions:** GAO found that the share insurance fund has been suffering a loss from involuntary liquidations because credit unions do not have sufficient assets to pay shareholders. However, credit checks and other investigations indicated that many borrowers could repay their loans. NCUA wrote off over \$400,000 in loans during calendar years 1977 and 1978, although the records indicate the borrowers had the ability to repay them. NCUA examiners rely heavily upon automatic data processing (ADP) generated information to determine credit unions' financial condition; however, this information may or may not be correct. Examiners are not required to assess the reliability of these ADP systems. GAO found that the internal audit staff can make contributions to the ADP system by designing necessary controls into the automated system, making post-installation evaluations, and ascertaining system reliability. However, to be able to make these contributions, the internal audit staff need appropriate ADP skills. GAO believes that an ADP committee with the continuous active participation of top management and user management overseeing data processing is necessary to make sure NCUA benefits from its ADP resources. Finally, GAO found that NCUA had no ADP security plan and that existing ADP security needs improvement in several areas. **Recommendation To Agencies:** The NCUA Administrator or his designee, when acting as a liquidating agent, should take the necessary legal action to recover unpaid amounts from borrowers who can but do not repay their loans. The NCUA Administrator should develop the necessary ADP skills among his staff and require reliability reviews of ADP systems used to process credit union financial transactions and produce financial statements. The NCUA Administrator should provide the needed resources to train the existing internal audit staff or hire people with the necessary skills. The NCUA Administrator should appoint an ongoing ADP committee with representatives of top management and user management to: (1) approve agency policies for ADP; (2) approve short- and long-range plans for developing and implementing new computer systems; (3) evaluate the needs for new computer equipment and help make sure it is acquired and implemented efficiently and effectively; (4) assign agency resources to accomplish ADP policies and plans; (5) consider user priorities in assigning resources; and (6) report periodically to the Administrator on the above areas and how well user needs are being met. The NCUA Administrator should appoint a management official who is independent of the direct management of the ADP facility to develop and implement a data processing security plan. A contingency plan should be developed in the event of work stoppage, physical damage, or when a loss occurs.

091303

[*Survey of the Activities of the National Oceanic and Atmospheric Administration's National Weather Service*]. August 4, 1976. Released February 19, 1982. 6 pp.

Report to Robert M. White, Administrator, National Oceanic and Atmospheric Administration; by William L. Martino, Assistant Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: National Oceanic and Atmospheric

Administration; National Oceanic and Atmospheric Administration: National Weather Service.

Authority: F.P.M.R. 101-32.1104. F.P.M.R. 101-32.1106.

Abstract: GAO examined the National Weather Service's (NWS) Automation of Field Operations and Services (AFOS) program objectives based on current and projected requirements, AFOS automatic data processing (ADP) equipment procurements, AFOS system hardware and communications components, AFOS experimental site testing and evaluation, AFOS projected manpower requirements, and the overall AFOS implementation plan. **Findings/Conclusions:** GAO found that there are several managerial and functional areas that appear questionable with respect to achieving necessary systems efficiency and economy. A complete automation of Weather Service Office functions by placing AFOS systems at most Weather Service Offices may be excessive; remote access terminals might be a more efficient automation alternative and could result in significant hardware and software savings. GAO stated that NWS could save about \$80,000 for each Weather Service Office which it can equip with a remote access terminal instead of completely automating the site. GAO had no opinion as to its reliability or cost effectiveness, because it did not analyze those aspects of the planned AFOS communications circuits. However, GAO did identify certain managerial tasks that should have been accomplished during the communications planning process. In addition, GAO noted that the National Oceanic and Atmospheric Administration's (NOAA) ADP management and planning division has not made any management reviews of the proliferation of ADP equipment within the NWS area. Finally, GAO found that the system plans for integration of automated observation and data acquisition subsystems with AFOS were inadequate. **Recommendation To Agencies:** NOAA should take an active role in managing the acquisition and utilization of ADP and communications equipment within its component agencies. In this regard, the Administrator of NOAA should: (1) reevaluate the complete automation of Weather Service Offices, on a case-by-case basis, in view of the limited scope of Weather Service Office forecast responsibilities; (2) reevaluate the planned archival storage subsystems for the Weather Service Offices in terms of current and projected requirements and cost effectiveness; (3) take appropriate steps to ensure that AFOS communication plans are coordinated with appropriate NOAA and General Services Administration officials; (4) conduct management reviews to ensure efficient management of ADP equipment; and (5) ensure that complete cohesive program development plans for integration of NWS automated observation and data acquisition subsystems with AFOS are developed.

091304

[*Utilization at Aberdeen Proving Ground's ADP Installation*]. LCD-76-125. June 30, 1976. Released February 19, 1982. 3 pp.

Report to Gen. John R. Deane, Jr., Commanding General, Department of the Army: Army Materiel Development and Readiness Command; by Donald L. Eirich, Associate Director, GAO Logistics and Communications Division.

Contact: Logistics and Communications Division.

Organization Concerned: Department of the Army: Army Materiel Development and Readiness Command; Department of the Army: Aberdeen Proving Ground, MD.

Abstract: GAO surveyed data processing activities at the Aberdeen Proving Ground to assess the overall management effectiveness in using the computer to support the mission. **Findings/Conclusions:** The Aberdeen Proving Ground operates an IBM model 360/65 computer which was installed in 1970. It is used for business, scientific, and engineering applications and serves as a central computer for several remote activities through telecommunications. Although GAO believes that the management of the data processing facility at Aberdeen has been effective in satisfying user needs and meeting reporting requirements, the central processing unit

was in use during fewer than 30 percent of the available hours in fiscal year 1975. While future planned activities might increase the computer workload, GAO believes that excess capacity will exist and, therefore, suggests that actual impact be determined. If sharable capacity remains, GAO believes that the automated data processing (ADP) management within the Army Materiel Development and Readiness Command (DARCOM) should identify other potential business and scientific users in DARCOM, the Department of Defense, or other government agencies. GAO also believes that DARCOM should reexamine its business oriented computer needs before leasing or purchasing replacement or additional ADP equipment and make greater and more efficient use of the Aberdeen facility.

091305

[Survey of VA Vocational Rehabilitation Program]. June 30, 1976. Released February 19, 1982. 3 pp.

Report to Wallace E. Busbee, Director, Veterans Administration: Internal Audit Service; by George D. Peck, Assistant Director, GAO Human Resources Division.

Contact: Human Resources Division.

Organization Concerned: Veterans Administration: Internal Audit Service; Veterans Administration: Department of Veterans Benefits.

Authority: VA Circular 20-75-59.

Abstract: GAO surveyed the Veterans Administration (VA) vocational rehabilitation program to develop an approach for determining program effectiveness. **Findings/Conclusions:** GAO efforts were hindered by the lack of a reliable and useful data base for the program. Substantial amounts of data either had not been entered or had been entered erroneously. In addition, the file did not contain certain types of information needed for program management. VA officials stated that such problems began when omissions and errors in a punched card system were transferred to a new automated system. They stated that a low priority was given to processing data for the program, which hindered efforts to identify and resolve problems. In addition, GAO found that coding instructions for preparing the system's input documents were inadequate. VA officials stated that actions have been initiated which should help upgrade the accuracy of the file. **Recommendation To Agencies:** The Chief Benefits Director of the Department of Veterans Benefits (DVB) should set a high priority on upgrading the quality of program data. To upgrade the accuracy of the data currently in the file, actions should include implementing the three-phase plan as soon as possible. To avoid introducing more errors in the file: (1) coding instructions should be compiled in one manual; and (2) an edit program should be instituted for the file which is flexible enough to detect errors in data currently being entered as well as those which will be entered to provide management with additional information needed to operate the program more effectively. In addition, the Chief Benefits Director, DVB, should identify the types of information required by program managers and then have them coordinate with other responsible officials to see that it is developed.

091306

[Review of the Standard Army Civilian Payroll System in Operation at Fort Belvoir, Virginia]. August 11, 1976. Released February 19, 1982. 6 pp. plus 2 enclosures (2 pp.).

Report to Maj. Gen. J. A. Johnson, Commander, Department of the Army: Fort Belvoir, VA; by Howard G. Cohen, (for David P. Sorando, Regional Manager), GAO Field Office Division: Regional Office (Washington).

Contact: Field Operations Division: Regional Office (Washington).

Organization Concerned: Department of the Army: Fort Belvoir, VA; Department of the Army.

Authority: 6 GAO 20. 6 GAO 16.3. 6 GAO 9. 6 GAO 15.3. A.R. 37-105.

Abstract: GAO has completed a review of the Standard Army Civilian Payroll System (STARCIPI) in operation at Fort Belvoir. The review included an evaluation of the system procedures and controls and tests of master employee records. **Findings/Conclusions:** GAO tests of master employee records identified a significant number of errors which could affect employees' pay and leave entitlements and the accuracy of their retirement records. Because complete and accurate master employee records are not maintained, employees could receive incorrect paychecks and leave credits and have incorrect information entered in their retirement records. GAO noted a lack of an effective procedure for verifying permanent information in master employee records against source documents. In the opinion of GAO, periodic verification of this information not only would help to reduce errors but also would reduce opportunities for making payments to persons not in a pay status and for the commission of fraudulent or other irregular acts. GAO believes that procedures should be established to assure that all subsequent changes to the records are verified against the source documents. GAO found that many source documents authorizing payroll deductions were missing from payroll office files. This lack of documentation could result in unauthorized and incorrect salary payments. GAO believes that this lack of documentation results primarily from inadequate payroll office filing and control procedures. Authorization documents for payroll deductions were loosely filed in individual payroll folders and no safeguards were in effect to prevent these documents from being lost or misplaced. In addition, GAO found that the duties of personnel in payroll preparation, control, and certification functions were not adequately separated to insure effective control. **Recommendation To Agencies:** The payroll office should compare all permanent information in the records against source documents. The payroll office should establish procedures to assure that all subsequent changes to these records are verified against the source documents. The payroll office should review the files to identify all missing payroll deduction authorizations and obtain documentation from employees to support the missing authorizations. The payroll office should establish procedures to maintain authorization documents for all payroll deductions and to safeguard the documents from loss or misplacement. The payroll office should require that separation of duties within the office ensure that: (1) an individual who makes permanent changes or corrective adjustments to employee earnings and leave records does not also keep pay and leave records; (2) all computer printouts are first reviewed by the individual maintaining the control records to ensure that only appropriate changes are made in the computer files; and (3) an appropriate payroll certifying officer be appointed in accordance with Army regulations and GAO standards.

091307

[SBA's Procurement of Incidental ADP Services]. April 7, 1976. Released February 19, 1982. 1 p. plus 2 enclosures (5 pp.).

Report to Herbert T. Mills, Acting Assistant Administrator, Small Business Administration; by David P. Sorando, Regional Manager, GAO Field Operations Division: Regional Office (Washington).

Contact: Field Operations Division: Regional Office (Washington).

Organization Concerned: Small Business Administration; General Services Administration.

Abstract: GAO transmitted a summary of observations noted in the course of an audit that certain incidental services were purchased under the INFONET contract which should have been procured by other means. The Small Business Administration did not obtain General Services Administration (GSA) approval for the purchase of incidental services because of a conflict between GSA user instructions and the contract regarding the need for GSA approval.

091308

[Supply Management in the Department of Human Resources, District of Columbia]. February 9, 1976. Released February 19, 1982. 4 pp. Report to Joseph P. Yeldell, Director, District of Columbia: Department of Human Services; by Frank Medico, Assistant Director, GAO General Government Division.

Contact: General Government Division.

Organization Concerned: District of Columbia: Department of Human Services.

Abstract: GAO studied the District of Columbia's Department of Human Resources (DHR) to determine: (1) whether the District would benefit from a more centrally managed supply system; and (2) how effectively and economically materials are provided by individual departments. **Findings/Conclusions:** Although GAO and other groups have recommended that the District establish citywide inventory control and centralize its management staff, the District's supply system is still decentralized, and each department has its own supply management procedures. GAO believes that, before the benefits of centralization could be realized, each department should keep current, complete, and accurate records which show inventory balances and usage data for items in stock. GAO found that the DHR supply management system did not: (1) provide materials to the operating organizations when needed; (2) limit investment in inventory; and (3) identify or dispose of excess stocks. When DHR investigated the causes for overstocking, understocking, and inaccurate estimates, it found that the information which established stock levels and order sizes was unreliable, primarily because of computer program and operator errors. DHR informed GAO that the computer program errors had been corrected and procedures were in place to ensure that sufficient supply stock is maintained to meet operating requirements, particularly for drugs and medical supplies. Although warehouse supplies were physically inventoried on a cyclical basis, GAO found that sound inventory management practices were not followed and suggested that DHR separate the functions of counting stocks from those of adjusting recorded quantities. **Recommendation To Agencies:** The staff of the Office of Municipal Audit and Inspection should review program changes and operating procedures to verify that they are accurate.

091309

Information Reported by Federal Organizations on the Purpose, Duration, and Cost Associated With Cable Television. CED-76-149; B-131935. September 15, 1976. Released February 19, 1982. 2 pp. plus 6 appendices (41 pp.).

Report to Rep. Lionel Van Deerlin, Chairman, House Committee on Interstate and Foreign Commerce: Communications Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Community and Economic Development Division.

Congressional Relevance: House Committee on Interstate and Foreign Commerce: Communications Subcommittee; Rep. Lionel Van Deerlin.

Abstract: In response to a congressional request, GAO compiled information received from Federal organizations about the number of agencies, purpose, duration, and cost associated with cable television for system planning, construction, operation, experimentation, and research. **Findings/Conclusions:** Eighteen Federal organizations reported that: (1) about \$11.3 million in contracts and grants had been spent for cable television from February 1970 through September 1975; and (2) about \$9.7 million in guaranteed loans had been approved during July 1966 through April 1976. Additional funding was also reported for other communications projects, which included cable television, but the funding level directly related to cable could not be determined. In most cases, the agencies reported no formal coordination in the area of cable

television. None of the agencies reported any specific guidelines for using cable television funds.

091310

Administrative and Financial Management Weaknesses in the Office of Youth Opportunity Services. GGD-76-92; B-118638. August 5, 1976. Released February 19, 1982. 5 pp. plus 3 appendices (38 pp.).

Report to Sen. Lawton Chiles, Chairman, Senate Committee on Appropriations: District of Columbia Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: General Government Division.

Organization Concerned: District of Columbia: Office of Youth Opportunity Services; District of Columbia; District of Columbia: Office of Municipal Audits and Inspection.

Congressional Relevance: Senate Committee on Appropriations: District of Columbia Subcommittee; Sen. Lawton Chiles.

Authority: Federal Insurance Contribution Act. Antideficiency Act (31 U.S.C. 665). Comprehensive Employment and Training Act of 1973. 18 U.S.C. 665(a).

Abstract: In response to a congressional request, GAO reported on financial management weaknesses in the District of Columbia's Office of Youth Opportunity Services. GAO reported on problems in a program which provides employment opportunities for young people during the summer and is financed by funds appropriated for the District and by Federal grant funds. In addition, GAO reported on problems in the administration of other programs sponsored by the office, free of charge for District youths. These programs include medical, dental, legal, and counseling services; recreational activities; and schooling. **Findings/Conclusions:** GAO found that the office failed to ensure that: the youths selected in the summer employment program were eligible or that the funds were controlled to ensure that they were spent in accordance with prescribed laws, policies, regulations and procedures. The office failed to do this by: (1) knowingly accepting ineligible youths into the program and misapplying \$1.3 million of the 1974 program funds; (2) holding thousands of unclaimed paychecks for extended periods of time instead of returning them to central accounting for cancellation; (3) not maintaining orderly files to permit verification of the propriety of payments to youths in the program; and (4) altering time and attendance records to allow the payment of several youths for more hours than they actually worked. In addition, GAO found that the office administered the finances of its other activities poorly in that it: (1) overobligated appropriated funds totaling \$30,000 and \$132,000 during fiscal years 1973 and 1974, respectively; (2) did not effectively control the use of grant funds received from the Department of Health, Education, and Welfare and the Department of Labor and used part of the funds from each for unauthorized purposes; and (3) had 48 permanent positions filed in fiscal year 1974, although Congress had authorized only 28. **Recommendation To Agencies:** The Mayor of the District of Columbia should establish an effective financial management system for Office activities that will ensure that: (1) obligations be incurred only for authorized purposes and only after the funding authority has been received; (2) accurate time and attendance reports be prepared and properly certified to ensure that persons are paid only for hours worked; (3) only eligible youths be enrolled in the summer employment programs; (4) accurate and properly prepared documents be maintained and appropriately filed to support all payments; (5) necessary deductions, such as for Federal Insurance Contribution Act taxes, be made from payment vouchers and checks prepared for correct amounts; (6) the practice of using grant funds for one purpose and later switching those charges to other available funds be discontinued; (7) funds not be used for permanent positions that have not been authorized by Congress; and (8) overobligations of appropriated funds be reported immediately to the President and to Congress with a statement of the action taken as required by 31 U.S.C. 665. In addition, the Mayor should require the Office of

Municipal Audits and Inspection to periodically review Office of Youth Opportunity Services activities to ascertain that the financial policies and procedures are adhered to and that appropriate administrative measures are taken if violations occur.

091311

Contract Award by the Federal Power Commission for Developing and Installing a Regulatory Information System. RED-76-59; B-182285. April 2, 1976. Released February 19, 1982. 25 pp. plus 3 appendices (32 pp.).

Report to Rep. John E. Moss; by Elmer B. Staats, Comptroller General.

Contact: Resources and Economic Development Division.

Organization Concerned: Federal Power Commission; PRC Information Sciences Co.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations; Senate Committee on Government Operations; Senate Committee on Appropriations; Rep. John E. Moss.

Authority: Federal Power Act (16 U.S.C. 791). National Gas Act (15 U.S.C. 717). Automatic Data Processing Equipment Act (P.L. 89-306).

Abstract: In response to a congressional request, GAO reported on a Federal Power Commission (FPC) contract award for the development and installation of a Regulatory Information System. **Findings/Conclusions:** GAO found that the FPC contract award was in technical conformance with Federal procurement regulations on competition. Certain FPC actions may have detracted from the competitiveness of the award. These actions included: (1) permitting the contractor to do the development work under the first contract and also to compete for the second gave it a competitive advantage and possibly limited the number of offerors; (2) requiring the system to be on line as soon as possible unduly limited the time allowed to prepare proposals and to adequately evaluate proposals received; and (3) permitting an FPC employee, formerly employed by the awardee, to play a minor role in the contract award created the appearance of a conflict of interest, although GAO found no evidence of such a conflict. GAO stated that FPC could have had greater assurance that the contractor's recommended data management system was in fact the best for its needs if it had required the contractor to: (1) narrow the choice of data management systems under consideration to a few systems and test them for performance before recommending one as the best; and (2) maintain full documentation supporting its recommendation. The General Services Administration (GSA) authorized the contract award but did not follow its review procedures on delegation of procurement authority because it maintained that FPC was procuring facilities services, not automatic data processing equipment. GSA will revise its regulations to make such contracts subject to the same rules as direct agency equipment procurement. **Recommendation To Agencies:** The Chairman, FPC, should be sure that those actions which GAO believes detracted from the competitive nature of the contract award are avoided in future procurements. The Chairman, FPC, should require testing of alternative systems when contracting for evaluations such as required under the first Regulatory Information System. In addition, he should emphasize the need to set forth clearly, in the contract terms, the requirements for documenting contractor's actions. The Chairman, FPC, should require the Assistant Executive Director, Office of Regulatory Information Systems, to periodically evaluate the adequacy of the security of the data in the Regulatory Information System and to upgrade the security when necessary.

091312

Administration and Subsequent Termination by the National Center for Health Services Research, HEW, of a Research Demonstration

Grant to the University of Southern California for Project Search]. MWD-76-100; B-164031(5). March 9, 1976. Released February 19, 1982. 5 pp.

Report to Rep. Lloyd Meeds; by Robert F. Keller, Deputy Comptroller General.

Contact: Manpower and Welfare Division.

Organization Concerned: Public Health Service: National Center for Health Services Research; Department of Health, Education, and Welfare; University of Southern California, Los Angeles, CA; Public Health Service.

Congressional Relevance: Rep. Lloyd Meeds; Rep. Alphonzo Bell.

Abstract: In response to a congressional request, GAO obtained information relating to the administration and subsequent termination of a 5-year research demonstration grant for Project SEARCH, a project to develop an automated information and referral system for medical and social services providers which would increase the percentage of appropriate health care referrals by health workers. **Findings/Conclusions:** During the 5-year grant period, an inventory of individual and organizational providers of medical and social services was substantially completed and stored in a computer data bank. Computer programs were developed to provide access to the data by matching service needs. Several publications were produced from these data. However, computer terminals necessary to test the impact of the system on referral outcomes were never installed. As a solution to the computer service problem, the project staff requested additional funding and a 3-month extension of the grant. A team of consultants evaluated the project and concluded that the project had not met its objectives and that there were weaknesses in the computer system design. Therefore, an extension of the project was disapproved. GAO questioned the fairness of the manner in which the site visit was conducted. Last minute agenda changes disrupted an orderly presentation by the project staff. However, GAO made no conclusions regarding the objectivity of the study group's decision to terminate the project. Although termination might have been avoided by adequate monitoring and technical assistance, GAO believed that project officials were remiss in allowing the project to continue for such a long time without a firm agreement for computer services.

091313

[Comparative Administrative Cost of Processing Medicare Claims]. MWD-76-87; B-164031(4). March 1, 1976. Released February 19, 1982. 5 pp.

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Elmer B. Staats, Comptroller General.

Contact: Manpower and Welfare Division.

Organization Concerned: Social Security Administration.

Congressional Relevance: Senate Committee on Appropriations; Labor, Health, Education, and Welfare Subcommittee; Rep. Jack Brooks.

Abstract: In response to a congressional request, GAO compared the cost of having Medicare part B claims processed by contractors that subcontract data processing with the cost of processing by those that do not. **Findings/Conclusions:** On the average, claims processed in-house cost \$0.17 per claim more than those claims processed by data-processing subcontractors. However, GAO stated that it is questionable whether the difference in cost is attributable to the use of a particular processing system or to the use of subcontractors. The larger carriers had comparable costs regardless of whether they processed in house or subcontracted. Two large carriers that have recently converted to in-house data processing anticipate considerable savings from doing so. Finally, GAO found no significant difference in reasonable charge reductions or denials between subcontracting carriers and those processing in-house. Therefore, GAO believes that converting to data-processing subcontractors would not necessarily result in lower Medicare benefit

payments. Proposed actions which include the design of improved standards for carrier performance, the incorporation of appropriate accounting principles by carriers, and the standardization of cost reporting should permit a better evaluation of carrier performance and should pinpoint differences in costs for similar functions.

100044

Reduced Government Facsimile Communications Costs Possible through Better Management. LCD-76-116; B-146864. October 22, 1976. 36 pp.

Report to Congress; by Robert F. Keller, Acting Comptroller General.

Issue Area: Facilities and Material Management: Building, Buying, or Leasing Federal Facilities and Equipment (0706); Military Preparedness Plans: Military Communications and Information Processing Needs (0803).

Contact: Logistics and Communications Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; General Services Administration; Office of Telecommunications Policy.

Congressional Relevance: Congress.

Abstract: Civilian Government agencies and military departments have not managed facsimile communications equipment effectively. Established policies were disregarded; other policies and procedures which were not efficient or economical were instituted, and lease-versus-purchase analyses have not been made. As a result, many of the more than 8,000 facsimile machines used by the Government at an annual cost of \$5.3 million were little used and could have been eliminated through sharing or common-use arrangements. Also, 96 percent of the machines were leased when substantial savings could have been achieved through purchasing. It is recommended that GSA and DOD identify all equipment owned or leased by executive agencies, determine usage, and evaluate present and future needs; encourage common-user or shared equipment; determine periodically which machines are cheaper to buy than to lease; and consolidate procurement and negotiate a better price when the total exceeds the Federal Supply Schedule maximum order limitation.

100608

United States Participation in INTERPOL, the International Criminal Police Organization. ID-76-77. December 27, 1976. 56 pp.

Report to Sen. Joseph M. Montoya; by Elmer B. Staats, Comptroller General.

Issue Area: Law Enforcement and Crime Prevention: Crime Statistics (0507); Federal Information Management (1400).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: Department of State; Department of the Treasury; Federal Bureau of Investigation; Department of the Treasury: United States National Central Bureau; International Criminal Police Organization.

Congressional Relevance: *House* Committee on the Judiciary; *Senate* Committee on the Judiciary; *Sen.* Joseph M. Montoya.

Authority: Privacy Act of 1974. P.L. 93-579. 22 U.S.C. 263a (Supp. V).

Abstract: A study of U.S. involvement in INTERPOL was conducted in response to questions on costs, authority for participation, and safeguards for U.S. citizens. GAO sampled information requests from the U.S. National Central Bureau, which serves as the center for communication with INTERPOL. **Findings/Conclusions:** Requests from foreign and U.S. sources usually concerned suspected crimes, but most involved criminals with no prior criminal records. Requestors often did not furnish adequate documentation. The FBI and other law enforcement agencies process requests

of other INTERPOL bureaus, and have working relationships with foreign police. Information sent abroad by the Bureau did not include personal habits and political activities of Americans. After information was sent abroad, the Bureau was not advised of the outcome of cases. **Recommendation To Congress:** The U.S. National Central Bureau should improve the screening of, and insist on adequate documentation for, requests for information; encourage other bureaus to report the disposition of cases; and screen replies to be sent abroad.

101695

[Procurement in the Federal Government]. B-160725. February 22, 1977. **Released** February 19, 1982. 7 pp. plus 4 enclosures (7 pp.). *Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Robert F. Keller, Acting Comptroller General.*

Issue Area: General Procurement (1900).

Contact: Procurement and Systems Acquisition Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: Department of Defense; Office of Management and Budget; Renegotiation Board; Department of the Navy; General Services Administration.

Congressional Relevance: *House* Committee on Government Operations; *Rep.* Jack Brooks.

Authority: Renegotiation Act (War Contracts). DOD Directive 5000.1. DOD Directive 5000.2. OMB Circular A-76. OMB Circular A-109. H.R. 1503 (95th Congress). H.R. 10688 (94th Congress). S. 443 (95th Congress).

Abstract: In response to a congressional request, GAO identified prominent issues which it believed warranted early consideration by the 95th Congress. GAO was concerned about the possible erosion of central policy direction and executive control in the Department of Defense's acquisitions process. GAO also felt that reports of cost, schedule, and performance data were needed on major civil projects. GAO endorsed the concept of renegotiation of excessive profits on Government contracts and, therefore, fully supported the renewal of the Renegotiation Act. GAO estimated a backlog of unsettled shipbuilding claims totaling over \$2 billion. As a result, some contractors refused new Government contracts or threatened work stoppages. GAO found an inflation of these claims, poor documentation, and a need for a liberalized payment policy. GAO believed that there is a continuing need for Navy review and evaluation of claims before they are settled. GAO was of the opinion that further increases in the capitalization of the automatic data processing fund could result in significant savings. GAO continued to support legislation which would create clear distinctions between contracts and grants.

104237

Privacy Issues and Supplemental Security Income Benefits. HRD-77-110; B-164031(4). November 15, 1977. 12 pp. plus 3 appendices (4 pp.).

Report to Rep. John E. Moss; by Elmer B. Staats, Comptroller General.

Issue Area: Income Security and Social Services: Program Effectiveness (1302); Federal Information Management (1400).

Contact: Human Resources Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Veterans Administration; Social Security Administration; Railroad Retirement Board.

Congressional Relevance: *Rep.* John E. Moss.

Authority: Privacy Act of 1974. 5 U.S.C. 552a. Social Security Act Amendments of 1972. 42 U.S.C. 1383. 38 U.S.C. 3301.

Abstract: A November 1976 report to the Congress recommended that the Social Security Administration obtain accurate and complete data on compensation and pensions promptly and regularly

from the Veterans Administration and the Railroad Retirement Board. These data are used for computing payments. **Findings/Conclusions:** The use of inadequate data from these agencies has resulted in Supplemental Security Income recipients being overpaid \$60 million and underpaid \$4 million annually. General Counsel at all three agencies agree with GAO that the recommendations for accurate and complete data are consistent with the Privacy Act since the disclosures are for a routine use compatible with the purpose for which the record was collected. **Recommendation To Congress:** The Administrator of Veterans Affairs should revise the routine use notice so that it is more explicit about the information disclosed to the Social Security Administration from its system of records entitled "Veterans, Dependents, and Beneficiaries Compensation and Pension Records" and the purposes of such disclosures. The Secretary of Health, Education, and Welfare should direct the Commissioner of Social Security to prepare a risk analysis to determine what security measures may be needed to prevent unauthorized access to the various payment tapes it transmits to the Treasury each month. The Chairman of the Railroad Retirement Board and the Administrator of Veterans Affairs should also conduct risk analyses to determine what security safeguards should be exercised over the transmission of the compensation or pension income information provided to Social Security.

106429

[Disposal of Equipment Financed Indirectly Through Medicare and Medicaid Funds]. B-192037. June 14, 1978. Released February 19, 1982. 1 pp.

Letter to McLaughlin Computer Corp.; by Seymour Efros, Assistant General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Department of Health, Education, and Welfare; Blue Shield of Massachusetts; Blue Cross Association.

Abstract: GAO was asked about the disposal by Massachusetts Blue Cross-Blue Shield organizations of computer equipment without general competitive bidding. The equipment was financed indirectly through Medicare and Medicaid funds. GAO stated that the equipment was acquired by contractors using their own funds, without any Government-imposed requirements concerning the disposal of the equipment. Absent specific contractual provisions imposing certain disposal requirements, organizations are not required to solicit bids when disposing of equipment used in the performance of Government contracts.

106490

Inaccurate Estimates of Western Coal Reserves Should Be Corrected. EMD-78-32; B-169124. July 11, 1978. 33 pp. plus 4 appendices (16 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Energy: Role of Fossil Fuels in Meeting Future Energy Needs (1609); Data Collected From Non-Federal Sources: Reliability and Accuracy of Information (3101).

Contact: Energy and Minerals Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: Department of the Interior; Department of Energy; Geological Survey.

Congressional Relevance: House Committee on Interior and Insular Affairs; Senate Committee on Energy and Natural Resources; Congress.

Authority: Clean Air Act. 42 U.S.C. 1857. Mineral Lands Leasing Act. 30 U.S.C. 181. Mineral Leasing Act for Acquired Lands. 30 U.S.C. 351. Mining and Minerals Policy Act of 1970. 30 U.S.C. 21a. Federal Coal Leasing Amendments Act of 1975. Department of Energy Organization Act.

Abstract: A significant portion of coal resources are under Federal lands which are leased by the Department of the Interior to private entrepreneurs for mining purposes. In a previous report, GAO

concluded that estimates of resources on existing leases did not provide a sound basis for forecasting production potential. **Findings/Conclusions:** This conclusion has not changed. Interior's recoverable reserve estimates were based on general recovery factors and not on detailed economic analyses. Wide variations existed between Interior and leaseholder estimates, with leaseholder estimates generally better supported. However, both the Geological Survey and leaseholders omitted some underground coal in computing recoverable reserves. The Survey does not have requirements for nonproducing leaseholders to provide cost and pricing information; producing leaseholders submit selling price information with production royalty reports. No coal production occurred before 1977 on 87 percent of the 219 leases reviewed. The Mineral Leasing Act of 1920, as amended, requires leaseholders to satisfy conditions of diligent development and continued operation, and coal production requirements were further defined in 1976 regulations issued by Interior. Application of these requirements depends on accurate reserve estimates. **Recommendation To Congress:** The Secretary of Interior should: publish reserve estimate methodology regulations for comment and hold public hearings on them; as an interim measure, require Survey to use the published estimating criteria contained in its bulletin, and review and update all reserve estimates on existing leases--when diligent development or continued operations requirements are not met, leases should be terminated; obtain from leaseholders reserve estimates, cost, and pricing data, and develop procedures for analyzing this information in estimating recoverable reserves; and consider acquiring computer capability to provide for more effective and timely determination of reserve estimates.

107706

[Comments on Supplemental Guidance for Agency Matching Programs]. B-130441. October 18, 1978. Released May 27, 1982. 5 pp.

Memorandum to Donald L. Eirich, Associate Director, Logistics and Communications Division; by Geraldine M. Rubar, Senior Attorney, Office of the General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Office of Management and Budget.

Authority: Privacy Act of 1974. Freedom of Information Act. 40 Fed. Reg. 28949. OMB Circular A-108.

Abstract: Comments were provided on the Office of Management and Budget's supplemental guidance for agency matching programs. The guidance provides that both the agency conducting the matching program and the entity or agency which is asked to provide information share the responsibility for determining the appropriateness of releasing information for conducting the match. When other Federal agencies supply information, they must transfer such information pursuant to the routine use exemption of the Privacy Act. Nevertheless, the scope of matching programs is generally limited to use as an aid to curtail fraud or unauthorized payments under Federal programs, for collecting debts, and for establishing reporting requirements for matching programs carried out by Federal agencies. In addition, the supplemental guidance is advisory rather than mandatory.

108215

[Integrity of Social Security Benefit Payment Systems for Dependent Children Can Be Improved]. HRD-79-27; B-164031(4). December 22, 1978. 4 pp. plus 2 enclosures (9 pp.).

Report to Joseph A. Califano, Jr., Secretary, Department of Health, Education, and Welfare; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Health Programs (1200).

Contact: Human Resources Division.

Budget Function: Income Security (600.0); Income Security:

General Retirement and Disability Insurance (601.0).

Organization Concerned: Department of Health, Education, and Welfare; Social Security Administration.

Authority: Social Security Act (42 U.S.C. 402). Legislative Reorganization Act of 1970.

Abstract: Alternatives to financing student benefits under the Social Security Administration's (SSA) Retirement, Survivors, and Disability Insurance program were examined. In May 1977, it was found that SSA made 329 duplicate payments, but only 99 of these were identified because the daily detection system is not fully operational. GAO considered social security number, name, address, date of birth, and other family members' names to determine whether the students appeared to be the same or different persons. Many students have been issued a social security number, but these numbers are maintained in a system different from the payment system. To ensure that the earnings test is being properly applied, the Commissioner of SSA should determine from other existing social security records the numbers that are missing for dependent children; attempt to locate duplicate payments by comparing social security numbers of all dependent children receiving benefits; and correct problems in the duplicate payment detection system, such as using a less restrictive identification process.

113107

[Certain Personal Services Contracts Administered by the Office of Foreign Buildings Operations Are Unauthorized]. ID-80-55. August 8, 1980. 8 pp.

Report to William L. Slayton, Deputy Assistant Secretary, Department of State: Office of Foreign Buildings Operations; by Harry R. Finley, Acting Associate Director, GAO International Division.

Issue Area: Automatic Data Processing: How Adequate Are Controls in Automated Information System in Assuring Accuracy (0164); Personnel Management and Compensation (0300).

Contact: International Division.

Budget Function: International Affairs: Military Assistance (152.0).

Organization Concerned: Department of State: Office of Foreign Buildings Operations; Office of Personnel Management.

Authority: Foreign Service Buildings Act, 1926 (P.L. 69-183; 44 Stat. 404). Classification Act of 1923. 17 Comp. Gen. 537. P.L. 82-399. S. Rept. 82-1586. H. Rept. 82-1396. F.P.M. ch. 304. OMB Circular A-76. B-193035 (1979). 5 U.S.C. 2105(a). 22 U.S.C. 295a. 22 U.S.C. 296. 52 Stat. 441. 66 Stat. 140.

Abstract: GAO became aware of the practice of using contracts, rather than civil service appointing procedures, to obtain the services of administrative and support-type personnel in the headquarters of the Office of Foreign Buildings Operations (FBO). The work of these individuals is supervised by Government employees. The functions they perform are similar to those performed by Government employees whose positions are classified under the General Schedule. Their conditions of employment are for the most part indistinguishable from those of Government employees. **Findings/Conclusions:** GAO is of the opinion that the practice is not authorized by law or regulation. A statute authorizes the obtaining of architectural and other expert technical services only; the kinds of services described do not qualify as expert services under the prescribed criteria. The purpose of the law is to obtain services abroad, not in the Washington, D.C. area. These individuals occupy positions which should have been filled in accordance with civil service laws and not by contract. When it is economical, feasible, or necessary for reason of unusual circumstances to have purely personal services for the Government performed by non-Government parties, such services may be procured through proper contract arrangement. It is clear that the relationship between FBO and the individuals in question is an employer-employee relationship and that these individuals are not independent contractors. This being so, GAO believes that the services in question should have been obtained in accordance with civil service laws and that

obtaining such services by contract is a violation of these laws.

Recommendation To Agencies: The Secretary of the Office of Foreign Building Operations should terminate the existing contracts for personal services of the type discussed and should adopt a plan of action to avoid such contracts in the future.

114740

[Federal Reserve Security Over Currency Transportation Is Adequate]. GGD-81-27; B-201903. February 23, 1981. Released March 25, 1981. 13 pp. plus 7 appendices (21 pp.).

Report to Rep. Stewart B. McKinney; Rep. Henry S. Reuss; by Elmer B. Staats, Comptroller General.

Issue Area: Law Enforcement and Crime Prevention: Non-Line-of-Effort Assignments (0551); Federal Oversight of Financial Institutions: Central Bank and Fiscal Agent Operations (3957).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Department of Transportation; Federal Reserve System: Board of Governors; Federal Armored Express, Inc.; Brink's, Inc.; Federal Reserve System: System Transportation Service.

Congressional Relevance: Rep. Stewart B. McKinney; Rep. Henry S. Reuss.

Authority: Monetary Control Act of 1980. Service Contract Act of 1965.

Abstract: The Federal Reserve System has the general responsibility for distributing and circulating U.S. currency. This includes the delivery of newly printed currency to the Reserve Banks and the continuing circulation of currency and coin between the Reserve Banks and member commercial banks. GAO was asked to review the Federal Reserve System's currency transportation operations to determine the adequacy of the Federal Reserve's security over currency transportation and whether the Federal Reserve Bank's procurement of armored car services has adhered to competitive bidding practices. **Findings/Conclusions:** GAO found that, although security specifications throughout the Federal Reserve System have changed over the last 10 years, there has been no wholesale deterioration. Most security specifications have become more precise in recent years. GAO also found that the system-wide total number of armored carrier incidents has increased over the last 10 years. However, GAO does not believe that changes in the Federal Reserve security specifications have influenced the number or type of incidents that have occurred. It is unlikely that a single factor is responsible for the rise in the number of armored carrier incidents. A possible factor that would help explain the increase is simply the increase in the amount of currency transported. However, GAO believes that monitoring incidents is useful in evaluating carrier performance. Finally, GAO found no evidence that the Federal Reserve's security standards influence other users in the type of security specifications they require in armored car contracts. Other users rely on the carrier's expertise in the security area and the existence of insurance as ultimate protection. **Recommendation To Agencies:** The Board of Governors of the Federal Reserve System should strongly encourage its offices to utilize the services of the System Transportation Service. The Board of Governors of the Federal Reserve System should record and monitor incidents that occur under currency transportation contracts.

117252

Transportation: Evolving Issues for Analysis. CED-82-15. January 6, 1982. 58 pp. plus 1 appendix (5 pp.).

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Consumer and Worker Protection (0900); Energy

(1600); Environmental Protection Programs (2200); Transportation Systems and Policies (2400).

Contact: Community and Economic Development Division.

Budget Function: Transportation (400.0); Transportation: Ground Transportation (401.0); Transportation: Air Transportation (402.0); Transportation: Water Transportation (403.0).

Organization Concerned: Department of Transportation; Department of Commerce; Civil Aeronautics Board; Interstate Commerce Commission.

Authority: Traffic and Motor Vehicle Safety Act. Highway Safety Act of 1966. Energy Policy Conservation Act. Motor Vehicle Information and Cost Savings Act. Motor Carrier Act of 1980 (P.L. 96-292). Staggers Rail Act of 1980 (P.L. 96-448). Household Goods Transportation Act of 1980 (P.L. 96-454). Airport and Airways Development Act of 1970. Rail Passenger Service Act of 1970 (P.L. 93-496). Merchant Marine Act, 1936. Ocean Shipping Act of 1978. Shipping Act Amendments of 1979. P.L. 95-163. P.L. 95-504. H.R. 1426 (97th Cong.).

Abstract: The diversity of transportation programs, problems, and policy issues and their changing nature influences the scope and direction of GAO plans for auditing Federal transportation programs. A staff study was made based on a current assessment of the major factors affecting the economic viability and efficiency of U.S. transportation systems. It discussed selected major issues which GAO audit work must address and summarized related audit work discussing long-range trends in energy, the environment, and new technology which will affect transportation in the future. The most difficult transportation problems frequently affect several transportation modes and involve the interaction among transportation modes. In its study, GAO addressed: (1) the control of mass transit costs and increasing transit revenues; (2) assuring adequate rail service for the Northeast and Midwest; (3) the effectiveness of Federal traffic safety programs; (4) the effectiveness of programs for fuel economy and consumer protection for automobile owners; (5) the impact of deregulation of truck, rail, and household goods moving industries on shippers and consumers; (6) Federal responsibilities for the national aviation system; (7) the cost and need for rail passenger service; and (8) cost-effective ways to revitalize the U.S. merchant marine and shipbuilding industries. In the light of Administration proposals to reduce Federal spending in the transportation areas and cutback regulations, congressional needs and interests are shifting rapidly in the area of transportation. The outcome of the congressional actions on the Administration's proposals will not be clear for some time but could result in substantial shifts in the nature and focus of GAO audit work in transportation.

117256

[Navy's Budget Requests for Revised Shipboard Allowances Are Overstated]. PLRD-82-31; B-205964. January 11, 1982. 4 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Werner Grosshans, (for Donald J. Horan, Director), GAO Procurement, Logistics, and Readiness Division.

Refer to LCD-81-9, January 15, 1981, Accession Number 114167.

Issue Area: Automatic Data Processing: Applying Technology (0101).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of the Navy; Department of Defense.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: GAO completed a survey of the economy and effectiveness of the Navy's planned revision of its shipboard stockage criteria. The Navy estimated that the revised criteria would result in

additional items being stocked that would require increased budget requests of over \$200 million. The Navy planned to implement the new criteria in fiscal year 1983. While it has not yet officially adopted the new stockage criteria, the Navy has submitted funding requests to implement the change. **Findings/Conclusions:** The GAO survey indicated that the Navy's request for funding to implement the revised criteria is significantly overstated because the Navy did not consider inventories of items already on board the ships. About one-half of the items demanded annually on board the typical ship can be satisfied from inventories stockpiled on the ship. To improve readiness, the Navy wanted a higher shipboard issue rate for repairs and important equipment and proposed that: (1) items deemed essential to a ship's ability to perform its mission should be stocked based on a criterion of one predicted failure in 10 years; and (2) items deemed essential to the ship's mission with demands of two to four in 1 year should have their allowances increased from one to two minimum replacement units. To determine the amount of additional funding required by the revised stockage criteria, Navy personnel increased, by a specific percentage, the average cost of ship allowances computed under the current method of determining allowances. It was determined that increases of 37 percent would occur for combatant ships and 14 percent for noncombatant ships. A GAO review of stock records of one of the combatant ships included in a Navy study showed that items valued at 29 percent of the increased value were already on board the ship in sufficient quantities to satisfy the increased allowance. GAO discussed the budget estimate with Navy personnel, and they agreed to consider these available assets in future budget estimates. **Recommendation To Agencies:** The Secretary of Defense should direct the Navy to consider the assets already on board ships and appropriately adjust its budget requests.

117257

More Credibility Needed in Air Force Requirements Determination Process. PLRD-82-22; B-205309. January 7, 1982. 23 pp. plus 2 appendices (3 pp.).

Report to Verne Orr, Secretary, Department of the Air Force; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Determination of Wholesale Needs (3811).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Air Force.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: GAO reviewed the Air Force requirements computations system for reparable items to determine whether the information was based on accurate data and whether management's treatment of these data were reasonable. **Findings/Conclusions:** GAO found that requirements computations for half of those items studied during the buying stage were either understated or overstated leading to unnecessary and costly procurement actions. GAO believes that these problems stem from: (1) a lack of understanding of system operations, concepts, and philosophies; (2) a questionable quality control program; and (3) ineffective supervision. GAO further found that certain requirements determination policies and regulations were unclear. Also, the requirements were often based on inaccurate, incomplete, or out-of-date information. **Recommendation To Agencies:** The Secretary of the Air Force should direct the Commander, Air Force Logistics Command, to develop a reporting system which identifies, to the item managers, requirements for the DO-41 items used in mockups so that an appropriate requirement level can be established to adequately support the equipment and

to avoid the current situation of using operating stock intended for aircraft and other equipment support. The reporting system should also provide information to the item manager as to when mockup requirements are satisfied so that the manager can reduce the item's requirement and avoid buying items to support nonexistent requirements. The Secretary of the Air Force should direct the Commander, Air Force Logistics Command, to reemphasize to item managers the necessity for researching the differences between the stock balances reported by field activities to ensure the accuracy of the asset data used in the requirements computation. The Secretary of the Air Force should direct the Commander, Air Force Logistics Command, to clarify existing instructions to inform item managers where to obtain the data used in completing the asset reconciliation form so that issues from the system are not duplicated in the various categories. The Secretary of the Air Force should direct the Commander, Air Force Logistics Command, to followup on the programming changes being made to ensure that items transferred between base supply accounts are not coded as issues from the supply system. The Secretary of the Air Force should direct the Commander, Air Force Logistics Command, to correct the personnel and system problems which caused the misstated requirements and procurement actions found during the review.

117282

[Comments on a Proposed Revision to the DAR]. B-204897. January 7, 1982. 1 p.

Letter to James T. Brannan, Director, Department of Defense: Defense Acquisition Regulatory Council; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Department of Defense: Defense Acquisition Regulatory Council.

Abstract: GAO was requested to comment on a proposed revision to the Defense Acquisition Regulations. The revision provides additional information on the use of Federal Information Processing Standards and Federal Telecommunications Standards. GAO had no objections to the proposed revision.

117289

Mission Item Essentiality: An Important Management Tool for Making More Informed Logistics Decisions. PLRD-82-25; B-205399. January 13, 1982. 21 pp. plus 2 appendices (14 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Determination of Wholesale Needs (3811).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Army; Department of the Air Force; Department of the Navy.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: The military services could make more informed logistics decisions in determining peacetime and wartime requirements, allocating resources, and setting repair priorities by ensuring that the more essential items receive increased management attention and funding priorities. GAO previously reported on the need for considering essentiality in determining war reserve requirements and safety levels. In response, the Air Force advised that it had developed a coding system which linked item essentiality to mission

essentiality. GAO made this review to determine the extent to which the system had been implemented, what benefits had resulted, and whether the system could be used by the other services.

Findings/Conclusions: The Air Force has taken the lead in developing an essentiality system, and the Department of Defense (DOD) issued a concept paper which generally adopted the Air Force's approach as a suggested model for the other services to follow. Although DOD is the prime mover behind the services developing an essentiality-based logistics system, it has allowed the services to proceed at their own pace and to use their own approach for developing such a system. As a result, the Army has done little to develop an essentiality-based logistics system, and the Navy has approached the system from the user level. The lack of a coordinated approach has resulted in each service approaching the objective from different directions and, based on the slow progress to date, it is questionable if the services will achieve the objective within the near future. GAO believes that a fragmented approach such as this is not likely to result in a uniform item essentiality system that will play a meaningful role in the requirements determination process at the wholesale inventory level. **Recommendation To Agencies:** The Secretary of Defense should direct the Secretary of the Air Force to regularly review the relationship between item essentiality and system essentiality to identify and reconcile inconsistencies in these relationships. The Secretary of Defense should direct the Secretary of the Air Force to develop essentiality coding criteria which would make the coding system more responsive and would permit the logistics system to better meet user needs. The Secretary of Defense should establish milestones for accomplishment of each of the tasks identified in the concept paper and monitor the services' progress in achieving these milestones. The Secretary of Defense should orchestrate the efforts of the services in developing and implementing an essentiality-based logistics system.

117300

Legislative and Administrative Changes To Improve Verification of Welfare Recipients' Income Could Save Millions. HRD-82-9; B-203669. January 14, 1982. 36 pp. plus 4 appendices (29 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Income Security and Social Services: Eligibility Determinations (1307); Information Management: Non-Line-of-Effort Assignments (4251).

Contact: Human Resources Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Department of Health and Human Services; Department of Housing and Urban Development; Department of Agriculture; Department of Labor; Office of Management and Budget; Social Security Administration; Internal Revenue Service.

Congressional Relevance: House Committee on Government Operations: Intergovernmental Relations and Human Resources Subcommittee; House Committee on Ways and Means; House Committee on Energy and Commerce; House Committee on Agriculture; House Committee on Banking, Finance and Urban Affairs; Senate Committee on Finance; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Banking, Housing and Urban Affairs; Congress.

Authority: Unemployment Tax Act (26 U.S.C. 3304(a)). Tax Reform Act of 1976. Privacy Act of 1974. Housing and Community Development Act of 1974. Social Security Act (42 U.S.C. 1381). P.L. 95-216. P.L. 96-249.

Abstract: GAO was requested to review the manner in which income and asset information is used and verified by administering agencies to determine eligibility for Federal assistance programs which provide benefits to needy individuals and families. **Findings/Conclusions:** Underreporting of income and assets by recipients of benefits from needs-based programs, whether deliberate

or otherwise, results in hundreds of millions of dollars in improper payments each year. Current verification requirements and practices are not adequate to prevent such payments. Verification requirements vary widely, but generally are vague or overly restrictive. Furthermore, some Federal laws and regulations preclude the use of information which, if available, would enhance the verification process. **Recommendation To Congress:** Congress should amend the Federal Unemployment Tax Act to require that all States collect individual wage information on a quarterly basis for use in their unemployment insurance programs and in federally funded needs-based programs. Congress should require that social security numbers be obtained for applicants and recipients of any federally funded needs-based program. Congress should amend the Tax Reform Act of 1976 to permit disclosure of the Internal Revenue Service Information Return Processing File data on unearned income to Federal, State, and local agencies administering federally funded needs-based programs. Congress should amend the Tax Reform Act of 1976 to permit disclosure of individual wage data, data on net earnings from self-employment, and payments of retirement income maintained by the Social Security Administration to Federal, State, and local agencies administering federally funded needs-based programs, whenever comparable data are not maintained at the State level. **Recommendation To Agencies:** The Secretary of Housing and Urban Development (HUD) should require that available Federal and State wage data are used in the HUD annual Section 8 Housing management reviews to verify that housing managers are accurately determining applicants' or tenants' income. The Secretary of Housing and Urban Development should require applicants for and tenants of Section 8 Housing to furnish copies of their Federal tax returns at the time of application and of recertification for use in determining their eligibility for rental assistance. The Secretaries of Agriculture and Health and Human Services should require that, in administering the programs, Federal, State, and local agencies use available Federal and State wage data and Social Security Administration retirement income and benefit data provided by the beneficiary data exchange and the State data exchange. The Secretaries of Agriculture and Health and Human Services should acquire and make Office of Personnel Management wage data available to agencies that administer the programs. In this regard, administering agencies would have to comply with the guidelines for data matching under the Federal Privacy Act of 1974. The Director of the Office of Management and Budget should direct that all Federal departments and agencies responsible for the needs-based programs issue regulations to require the use of the data with appropriate safeguards and that they establish mechanisms to monitor the use of the data. The Director of the Office of Management and Budget should identify which of the 58 federally funded needs-based programs should use Social Security Administration wage, self-employment earnings, retirement income, and benefit data; Office of Personnel Management wage data; State wage data; and Internal Revenue Service information return data.

117340

Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1981. AFMD-82-12; B-114865. January 28, 1982. 4 pp. plus 3 appendices (4 pp.) plus 1 attachment (1 p.). Report to Edmund L. Henshaw, Jr., House of Representatives: Clerk of the House; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: Accounting and Financial Management Division.

Budget Function: General Government: Legislative Functions (801.0).

Organization Concerned: House of Representatives: Office Equipment Service; House of Representatives: Clerk of the House.

Congressional Relevance: Congress.

Authority: 2 U.S.C. 112e.

Abstract: GAO reviewed the activities of the Office Equipment Service of the House of Representatives for the year ended June 30, 1981. The Service is charged with operating programs for purchasing, leasing, and servicing the office equipment for Members and officers and committees of the House of Representatives. GAO reviewed the controls over owned and leased equipment; examined selected purchases and disposals of equipment; inventoried equipment awaiting disposal and equipment used for loans to Members, officers, or committees while regular equipment is being repaired; and reviewed the trade-in of excess typewriters and the disposition of reimbursements received from the General Services Administration for the sale of excess equipment. The Service has also implemented a new on-line computerized system to account for House office equipment which records obligations for the purchase and lease of equipment; other acquisitions, disposals, and deletions; and cancellations of equipment. **Findings/Conclusions:** The GAO examination of selected purchase, lease, and disposal transactions showed them to be properly documented and recorded. The Service's records adequately account for the equipment and provide satisfactory control over the monthly charges for use of the equipment. GAO did not attempt to verify the accuracy of the repair parts inventory or repair history records for fiscal year 1981.

117346

Millions Could Be Saved by Improving Integrity of the Food Stamp Program's Authorization-To-Participate System. CED-82-34; B-205033. January 29, 1982. 14 pp.

Report to John R. Block, Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: How Can the Efficiency and Effectiveness of the Food Stamp Program Be Improved (1722).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Department of Agriculture; Food and Nutrition Service.

Congressional Relevance: House Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; House Committee on the Budget; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Budget.

Authority: Food Stamp Act Amendments of 1980 (P.L. 96-249). Food Stamp and Commodity Distribution Amendments of 1981 (P.L. 97-98).

Abstract: GAO reviewed the Department of Agriculture's use of the Authorization-to-Participate (ATP) system, the Food Stamp Program's principal benefit-delivery method. The purpose of the review was to make a preliminary assessment of the Food and Nutrition Service's efforts to assure the integrity of the system which will deliver about \$8 billion of the estimated \$10.6 billion of food stamp benefits in fiscal year 1982. **Findings/Conclusions:** GAO found that the ATP system has serious weaknesses. While losses through the system have been reported to be about \$12 million annually, the inaccurate and incomplete reconciliation reports submitted by some food stamp agencies and the lack of reconciliation reports by others indicate that actual losses are greater. As a result, the Food and Nutrition Service does not know the full extent of the losses. Moreover, it has opted to assume the fiscal liability of these losses when in fact some could have been prevented by food stamp agencies. The Service has issued regulations requiring the use of photo identification at all food stamp projects. The new regulations also limit ATP card replacements, but duplicate

transactions may still occur. GAO found that not all food stamp agencies that have serious ATP problems are required to use photo identification under the current criteria. **Recommendation To Agencies:** The Secretary of Agriculture should direct the Acting Administrator of the Food and Nutrition Service to take specific measures to improve the ATP system's fiscal integrity, including: (1) determining those elements of existing ATP delivery systems which are most effective in preventing program losses and direct that the more effective methodologies be used where appropriate; (2) verifying data on the reconciliation reports by reviewing food stamp agencies' ATP issuance and reconciliation systems and records, identifying through these reviews food stamp agencies that may be more likely to have recurring duplicate ATP transactions, and analyzing these weaker systems and requiring the food stamp agencies to correct flaws contributing to program losses; (3) requiring photo identification at all food stamp agencies experiencing significant duplicate ATP transactions but not currently covered by the regulations; (4) including enforcing program regulations making States and local food stamp agencies liable for program losses that should have been prevented; and (5) including reevaluating the new ATP replacement regulations to determine if weaknesses in the regulations can be eliminated.

117352

[Potentially Wasteful Procurements of Army Calibration and Support Equipment]. PLRD-82-37. January 28, 1982. 7 pp. plus 4 appendices (4 pp.).

Report to Gen. Donald R. Keith, Commanding General, Department of the Army: Army Materiel Development and Readiness Command; by Robert M. Gilroy, Senior Associate Director, GAO Procurement, Logistics, and Readiness Division. Refer to PLRD-81-16, April 15, 1981, Accession Number 114797.

Issue Area: General Procurement: Improving Systems To Direct/Prevent Fraud and Corrupt Practices (1918).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of the Army: Army Materiel Development and Readiness Command.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Government Operations; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Defense Subcommittee.

Authority: A.R. 1000-1.

Abstract: GAO examined the methods and procedures followed by the U.S. Army Test Measurement and Diagnostic Equipment (TMDE) Support Group in validating requirements for the procurement of calibration and repair sets and associated supporting equipment. **Findings/Conclusions:** The TMDE Support Group has not efficiently and effectively managed the way it determines requirements for and purchases calibration and repair equipment. While GAO recognizes that the Army may need additional equipment to implement the present concept of operations, the methods for determining the quantity of equipment needed and justifications used to initiate equipment purchases were premature and failed to follow established Army policies and procedures. The quantity of equipment actually needed to perform the Army's calibration and repair mission based on program implementation has yet to be defined. **Recommendation To Agencies:** The Commanding General of the U.S. Army Materiel Development and Readiness Command should take the action based on actual workload needs to adjust orders for tactical vans, air conditioners, and generators to coincide with calibration equipment needs and existing support equipment in the inventory. The Commanding General of the U.S. Army Materiel Development and Readiness Command should take action on the basis of actual workload to assess the need for tactical vans and air conditioners in storage at Army depots.

117381

Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies. OISS-82-1; B-205879. January 25, 1982. 667 pp.

Report to Senate Committee on Appropriations; House Committee on Appropriations; by Charles A. Bowsher, Comptroller General.

Contact: Office of Information Systems and Services.

Budget Function: General Government (800.0).

Congressional Relevance: House Committee on Appropriations; Senate Committee on Appropriations.

Abstract: A summary is provided of conclusions and recommendations resulting from GAO audits and other review work in Federal civil departments and agencies. While the reports have previously brought the matters to the attention of Congress and department officials, the summary was compiled to assist congressional committees in their review of budget requests for fiscal year 1982. **Findings/Conclusions:** The summaries include agencywide matters affecting appropriations of all or most Federal departments and agencies. Each summary contains the following information: budget function, legislative authority, findings or conclusions, recommendations, appropriations information, and Appropriations Committee issues.

117395

GPO Needs To Analyze Alternatives To Overcome Physical Limitations in Government Printing Operations. PLRD-82-20; B-205592. January 4, 1982. Released February 4, 1982. 32 pp. plus 2 appendices (3 pp.).

Report to Sen. Charles McC. Mathias, Chairman, Joint Committee on Printing; by Charles A. Bowsher, Comptroller General.

Issue Area: Logistics Management: Improving U.S. Government Printing (3809).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: General Government: Legislative Functions (801.0).

Organization Concerned: Government Printing Office.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Legislative Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Legislative Branch Subcommittee; Joint Committee on Printing; Sen. Charles McC. Mathias.

Abstract: GAO was requested to determine if the location, design, and age of the Government Printing Office's (GPO) buildings have adversely affected its manufacturing operations. **Findings/Conclusions:** Numerous inefficiencies in the GPO manufacturing operations can be attributed to the buildings GPO occupies. Inefficiencies in GPO occur from the time paper is first delivered at the receiving docks to the time it leaves the shipping docks as a finished product. The location of the GPO main paper storage warehouse, 15 miles from the printing plant, combined with the multistory configuration of the main plant itself, results in an inordinate amount of material movement. The major building-related problems which contribute to the inefficiency of the press division are inadequate storage space, equipment placement constraints, and material handling delays. The major problems identified in the bindery division are material movement problems and crowded conditions. Due to the age and the physical limitations of the current plant, major costs for leased space, building repairs, and renovations are unavoidable if GPO expects to continue to use this facility for its operations. During the current fiscal year, GPO is leasing over 900,000 square feet of warehouse, office, and storage space at a cost of about \$2.6 million. The primary alternatives under consideration to improve the GPO manufacturing operations include: (1) redesign-

ing the existing facilities; (2) expanding the existing facilities; and (3) building a new facility. **Recommendation To Congress:** The Chairman of the Joint Committee on Printing should have the Government Printing Office perform a cost-benefit analysis of the various alternatives available to solve these inefficiencies in the present facilities. The Committee should obtain congressional approval for one of the alternatives presented by the Government Printing Office. **Recommendation To Agencies:** GPO should develop a master plan to assure that the alternative is implemented properly.

117398

[Withdrawal of Approval of the Navy Joint Uniform Military Pay System]. B-199833. February 2, 1982. 1 p.

Letter to John F. Lehman, Jr., Secretary, Department of the Navy; by Milton J. Socolar, Acting Comptroller General.

Refer to FGMSD-80-71, September 26, 1980, Accession Number 113410.

Contact: Office of the General Counsel.

Organization Concerned: Department of the Navy.

Abstract: GAO asked the Navy for a formal briefing on the corrective actions it has taken as a result of an earlier report on the Navy Joint Uniform Military Pay System. The briefing revealed that major changes must be made to the system to eliminate the manual calculation of pay by local disbursing officers, reduce the override rate, improve the timeliness of input data affecting pay, and refine the accuracy of the master pay accounts. However, changes to correct these problems are not scheduled until 1985. Therefore, with major problems remaining unresolved, GAO withdrew its approval of the system.

117417

[Protest of Sole-Source Award]. B-206112. February 4, 1982. 3 pp. Decision re: Spectrum Leasing Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Spectrum Leasing Corp.; Department of the Treasury; International Business Machines Corp.

Authority: 4 C.F.R. 21.2(b)(2). 4 C.F.R. 21.2(a). B-201463 (1981). B-202819 (1981).

Abstract: A firm protested the Department of the Treasury's award of a sole-source purchase order for computer equipment, asserting that it could satisfy the Treasury requirements and that the award without competition was improper. After a notice of Treasury's intent to place a delivery order with another firm appeared in the Commerce Business Daily (CBD), the protester sent a letter specifically referring to the CBD notice and offered its equipment to Treasury at a price lower than that listed by the awardee. More than a week after the scheduled delivery, Treasury advised the protester by letter that the CBD notice was issued for informational purposes, that the solicitation documents were not available, and that the protester would not be considered for the procurement. A protest was filed with GAO more than 2 months after the delivery was made. Protest procedures require a protest to be filed with GAO within 10 days after the basis of the protest is known. GAO held that the Treasury letter advising the protester that it would not be considered for the instant procurement was initial adverse agency action which constituted the basis for its protest. Thus, the protest to GAO was untimely filed and was dismissed.

117440

The Army's Multiple Launch Rocket System Is Progressing Well and Merits Continued Support. MASAD-82-13; B-205803. February 5, 1982. 9 pp.

Report to Congress; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Procurement of Major Systems: Satisfying Mission Needs Through Acquired Systems (3003).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Army.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Congress.

Authority: OMB Circular A-109.

Abstract: GAO conducted a review of the Multiple Launch Rocket System program to determine the Army's progress in developing this system as it approaches a critical testing phase and as Congress prepares to review requests for large-scale funding to finance its procurement. **Findings/Conclusions:** Certain technical problems require resolution; however, the system has done quite well in testing so far, and the system is also meeting its cost and schedule goals, after adjustments for inflation. The system is an unguided, surface-to-surface rocket system. It is to be mounted on a chassis derived from the infantry fighting vehicle and is especially designed for use during surge periods when enemy forces present targets in sufficient quantities and density to strain the capacity of available fire support systems. The weapon system depends on other systems for operational use including a target acquisition system, a meteorological data system, and a communication system. Some of the system's more difficult technical problems involve the submunitions. Other problems have been experienced in testing with the vehicle's transmission, the fire control system, and the directional reference system. Although the system's survivability has been questioned by some Army analysts who believe that some design changes may be needed, the Army believes that its tactics should ensure adequate survivability. The critical meteorological data system is still in development and will not be available when the rocket system is due to begin deployment. The Army may also face difficulty in accommodating the procurement of a costly system, such as the Multiple Launch Rocket System, given the budgetary pressures it is facing as it introduces several new expensive systems simultaneously. **Recommendation To Agencies:** The Secretary of Defense should require the Army to review its survivability estimates and determine whether there is a need to improve the system's survivability in the light of the updated evaluation results. The Secretary of Defense should investigate the possibility of accelerating the acquisition of the meteorological data system that would enhance the Multiple Launch Rocket System effectiveness when it is ready for deployment.

117441

Food, Agriculture, and Nutrition Issues for Planning. CED-82-27. February 4, 1982. 53 pp. plus 3 appendices (8 pp.).

Staff Study by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food (1700).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Agricultural Research and Services (352.0).

Organization Concerned: Department of Agriculture.

Authority: Paperwork Reduction Act of 1980. Fishery Conservation and Management Act of 1976 (16 U.S.C. 1801). Aquaculture Act (P.L. 96-362). American Fisheries Promotion Act (P.L. 96-561).

Abstract: Public concerns about food generally focus on two immediate issues: cost and quality/safety. The food system is complex, encompassing agricultural support service industries that provide products such as energy, machinery, and chemical; the farm

sector; the fishing industry; food processors such as slaughterhouses and canners; and the warehousing, distribution, and transportation systems. Previous GAO reports have addressed issues in all of these areas. **Findings/Conclusions:** GAO conducted a staff study that presented: (1) the results of periodic GAO assessment of current and emerging food and agriculture concerns at the national level and (2) the issues that will guide GAO audit planning in the food, agriculture, and nutrition program areas for the near future. The study may help others to understand the critical issues facing decisionmakers in these areas. GAO found four major areas of concern: (1) the food system as a whole; (2) maintaining and increasing food productivity; (3) the Federal role in the food marketing sector; and (4) human nutrition and Federal nutritional assistance.

117444

Can the Federal Communications Commission Successfully Implement Its Computer II Decision? CED-82-38; B-206160. January 29, 1982. Released February 2, 1982. 10 pp. plus 4 appendices (20 pp.).

Report to Rep. Glenn L. English, Chairman, House Committee on Government Operations: Government Information and Individual Rights Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Communications: Appropriateness of Communications Regulatory Policies and Methods (3705).

Contact: Community and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission; Federal Communications Commission: Common Carrier Bureau; American Telephone and Telegraph Co.

Congressional Relevance: House Committee on Government Operations: Government Information and Individual Rights Subcommittee; Rep. Glenn L. English.

Abstract: GAO was requested to review the Federal Communications Commission's (FCC) plan for implementing its Computer Inquiry II decision. This decision deals with the regulatory problems raised by the convergence of communications and data processing technologies. The objectives of the review were to: (1) determine the major tasks which must be accomplished to implement Computer II and the timeframe for completing them; and (2) examine the organization which FCC has established and the resources which it has assigned to carry out these tasks.

Findings/Conclusions: GAO found that FCC has made implementing Computer II its Common Carrier Bureau's highest priority. In October 1981, FCC also created a taskforce with specific responsibility for implementation activities. However, before that time, little had been done to plan for or to deal with Computer II implementation. While the scope of a number of the tasks which FCC will have to undertake as part of Computer II implementation will depend in part on future actions by common carriers, the issues facing FCC are likely to be complex and difficult to resolve. Thus, given the fact that most of the tasks must be completed prior to, and in some cases well before, the deadline which FCC has established for carrier compliance with Computer II, questions exist concerning: (1) the adequacy of the resources assigned to implementing Computer II; (2) the ability of FCC to deal with problems relating to asset transfers, cost sharing, and intracorporate transactions existing under Computer II; and (3) the capability of FCC to effectively police the boundaries between regulated and unregulated services.

117445

[GAO Reports Concerning Federal Student Financial Aid Programs]. February 3, 1982. 22 pp.

Testimony before the House Committee on Education and Labor: Postsecondary Education Subcommittee; by Gregory J. Ahart, Director, GAO Human Resources Division.

Refer to HRD-82-15, December 3, 1981, Accession Number 116994; HRD-81-124, September 30, 1981, Accession Number 116561; and HRD-81-139, September 24, 1981, Accession Number 116563.

Contact: Human Resources Division.

Organization Concerned: Department of Education; Department of Health and Human Services; Social Security Administration; Veterans Administration; Office of Management and Budget.

Congressional Relevance: House Committee on Education and Labor: Postsecondary Education Subcommittee; Congress.

Authority: Social Security Act. Higher Education Act of 1965.

Abstract: GAO reported on the academic progress standards for students receiving Federal financial aid, the collection of defaulted National Direct Student Loans, and the Guaranteed Student Loan information system. An effective academic progress standard should measure the quality of students' work and rates of progress toward definite educational goals. Inconsistent, weak, and non-specific Federal academic progress requirements have led to abuse of the student financial aid programs, particularly those administered by the Department of Education and the Social Security Administration (SSA). Students often have grade point averages well below graduation requirements, are awarded nonpunitive grades, and are progressing toward program completion at a slow rate. The Veterans Administration (VA) has the most comprehensive requirements of the agencies reviewed in a GAO study. Education and SSA requirements should be essentially the same as those set by VA. Changes to the authorizing legislation and program regulations to strengthen academic progress requirements would: (1) save Federal funds; (2) standardize Federal regulations; (3) better coordinate Federal monitoring efforts; and (4) encourage students to enroll in programs which are more nearly suited to their abilities. The Office of Management and Budget should ensure coordination by the agencies in setting and enforcing these requirements. The National Direct Student Loan program has been plagued by high default rates. Education should require schools to: (1) comply with its loan collection procedures; (2) monitor the results of collection agency actions; (3) suspend from the program or withhold funds from schools that exceed an established default rate; (4) determine whether loans should be submitted for collection earlier; (5) advise schools and collection agencies of applicable information disclosure laws; and (6) monitor Education's use of private collection agencies. The Guaranteed Student Loan Information System is deficient because: (1) State agency loans are automatically reinsured regardless of whether the student is qualified; (2) the system pays lender's bills for interest and special allowances without validating them; (3) the system does not rebill lenders; and (4) it does not collect adequate financial information. Education should develop a more systematic process for the design, development, and operation of automated information systems.

117447

Who Is Watching the Defense Dollars? AFMD-82-26. February 5, 1982. 35 pp. plus 4 appendices (4 pp.).

Staff Study by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Internal Auditing Systems: Management Control Systems in Federal Agencies for the Prevention of Fraud and Abuse (0206).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Internal Audit (998.3).

Organization Concerned: Department of Defense.

Authority: Inspector General Act of 1978 (P.L. 95-452). Truth in

Negotiations Act (Military Procurement) (P.L. 87-653). National Security Act Amendments of 1949 (10 U.S.C. 136). H.R. 2098 (97th Cong.). S. 1932 (97th Cong.).

Abstract: GAO prepared a study to: (1) present background information on the principal Department of Defense (DOD) audit and investigative organizations, (2) summarize findings of earlier reports on these organizations, and (3) discuss the merits of having a statutory inspector general in DOD modeled after those in the civil agencies. The study supplements many oral briefings GAO has given to congressional staffs about the various DOD audit and investigative organizations. Legislation now pending before Congress would create an inspector general in DOD; consolidate some of the existing DOD audit, inspection, and investigative units; and give them more independence and authority.

117450

[DOD Instruction 5000.5X, Standard Instruction Set Architectures for Embedded Computers]. MASAD-82-16; B-199008. January 27, 1982. 4 pp. plus 5 enclosures (16 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Milton J. Socolar, Acting Comptroller General.

Refer to LCD-80-69, June 18, 1980, Accession Number 112594.

Issue Area: Communications: Effective Use of Funds in the DOD Resource Allocation Process for First Order C-3 Requirements (3707).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense.

Congressional Relevance: House Committee on Government Operations; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Rep. Jack Brooks.

Authority: DOD Instruction 5000.5X.

Abstract: Acting on a congressional request, GAO reviewed the Department of Defense (DOD) plans to implement proposed DOD Instruction 5000.5X, a plan to curtail high costs resulting from support costs in the field. The proposed instruction would limit the number of architectures used for computer hardware and software design and development and would require ownership of standard architectures for military-embedded computers. **Findings/Conclusions:** Evaluation of the proposed instruction raised some serious issues that challenged its validity in the timeframe of the 1980's. Some of the more salient points for consideration were that: (1) aggressive pursuit of a standard high-order language could alleviate the software proliferation problem; (2) recent advances in computer technology have reduced the need for extensive support; (3) improved competition using militarized versions of commercial computers will open up competition to many firms that would not bid on specifications with DOD-owned architectures; (4) DOD ownership of architectures would seriously inhibit competition and therefore DOD would run the risk of getting locked into obsolete architectures; (5) architecture standardization would inhibit the efficient utilization of the new DOD programming language Ada and it will not be able to fully capitalize on the anticipated software cost savings Ada was designed to yield. GAO concluded that DOD could accomplish its objectives more effectively through exploitation of advances made with high-order language standardization and related hardware technology. Implementation of Instruction 5000.5X would preclude the DOD ability to make use of current and anticipated advances in software and related hardware technology. **Recommendation To Agencies:** The Secretary of Defense should direct the services to reevaluate their ongoing efforts and demonstrate why they are more cost effective than standardizing on a high-order language such as Ada and relying on the computer industry to provide the stimulus for computer architectural innova-

tions. The Secretary of Defense should not implement Instruction 5000.5X.

117451

Consolidated Space Operations Center Lacks Adequate DOD Planning. MASAD-82-14; B-205335. January 29, 1982. 25 pp. plus 5 appendices (25 pp.).

Report to Congress; by Milton J. Socolar, Acting Comptroller General.

Refer to Accession Number 117917, March 22, 1982.

Issue Area: Communications: Evaluating NSA's Programs and Activities for Intercepting and Processing Foreign Communications and Protecting U.S. Communications From Exploration (3704).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of the Air Force; General Services Administration; National Aeronautics and Space Administration.

Congressional Relevance: House Committee on Appropriations: Military Construction Subcommittee; Senate Committee on Appropriations; Senate Committee on Commerce, Science and Transportation: Science, Technology, and Space Subcommittee; Senate Committee on Appropriations: Military Construction Subcommittee; Congress.

Authority: Aeronautics and Space Act (P.L. 85-568). Department of Defense Reorganization Act of 1958 (P.L. 85-599). P.L. 96-226. DOD Directive 5160.32. DOD Directive 7920.1. DOD Directive 7920.2. Presidential Directive 37. Presidential Directive 42. OMB Circular A-109.

Abstract: GAO was requested to evaluate the planning and development approach for the Department of Defense (DOD) Consolidated Space Operations Center (CSOC). Specifically, GAO provided information on the: (1) evolution of evaluation criteria and inconsistencies in their application; (2) unique operational and organizational factors bearing on final site selection; (3) possible legal ramifications of the manner in which State of Colorado land is being procured for CSOC use; (4) viable alternatives to the currently planned site construction, including a recommendation of the most cost-effective alternative; and (5) other potential cost savings related to this project which might be available to the Air Force. **Findings/Conclusions:** Although GAO found weaknesses that would make the site selection methodology questionable, GAO believes that the site finally selected is technologically acceptable and has no recommendation for a better alternative location. DOD, while given the overall responsibility for military operations in space, has failed to designate a single manager who would provide clear and authoritative guidance. Instead, DOD has delegated authority and responsibility in such a manner that a large number of organizations now have operational planning and control of individual space programs. This could result in future duplication of assets and operational conflicts. The Air Force has the responsibility only for the development of CSOC. GAO found that it is following vague policy guidance and a developmental approach hastily implemented to achieve only short-term objectives. Further, GAO found that the Air Force deviated from standard development and procurement procedures. CSOC planning is in its formative stages, lacks order and direction, and is being done by several organizations. This may result in cost overruns, schedule slippages, and ultimately in less than the required capability. Because of its hastily developed implementation plan, the Air Force has not adequately explored cost savings alternatives. The inclusion of other satellite control facilities, by functionally integrating them into CSOC, could effect substantial savings. In addition, GAO believes that significant cost savings are available by incorporating the Space Defense Operations Center into CSOC. **Recommendation To Agencies:** The Secretary of Defense should take immediate action to

direct that the manager prepare an overall plan for the military exploitation of space. Included in this plan should be consideration of an interim Satellite Operations Complex in Colorado Springs, with a follow-on CSOC at such time as adequate planning is completed for a fully functional integrated system. Also, the CSOC implementation plan should be supported by an adequate cost-benefit analysis. The Secretary of Defense should take immediate action to designate a single manager for the management of military space development and operation.

117454

Improvements Still Needed in Recouping Administrative Costs of Foreign Military Sales. AFMD-82-10; B-205888. February 2, 1982. Released February 10, 1982. 14 pp. plus 2 appendices (7 pp.). Report to Sen. Ernest F. Hollings; Sen. Charles H. Percy; by Milton J. Socolar, Acting Comptroller General.

Issue Area: International Affairs: Foreign Military Sales and Other U.S. Military Assistance (0605); Accounting and Financial Reporting: Systems To Insure That Amounts Owed the Federal Government Are Fully and Promptly Collected (2803).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of Defense; Department of the Navy; Department of the Army; Department of the Air Force; Defense Security Assistance Agency.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Sen. Ernest F. Hollings; Sen. Charles H. Percy.

Authority: Arms Export Control Act. DOD Instruction 2140.1. DOD Manual 7290.3-M.

Abstract: Although Congress has made it clear that the foreign military sales program is not to be subsidized, the Department of Defense (DOD) has no assurance that surcharges on sales to foreign customers are sufficient to recover the full costs of administering the program. GAO was asked to review DOD actions on previous GAO recommendations for improving the accounting and financial management of the program. **Findings/Conclusions:** Funds to reimburse DOD activities for administrative costs of the program are obtained from foreign customers through a surcharge added to the sales price of goods and services provided. DOD budgets are used in updating the surcharge rates and in reimbursing DOD activities for the costs incurred. Problems still exist in the program, and DOD is continuing to subsidize the foreign military sales program. The latest GAO study has shown that: (1) DOD is still unable to adequately estimate the full costs incurred by the military services in administering the program because the Defense Security Assistance Agency directed the military services to exclude certain valid costs from their budget submissions and because the military services, in preparing their budgets, made inaccurate and incomplete estimates of other administrative costs to the program; (2) the actual costs incurred by DOD activities in administering the sales program exceeded budgeted amounts, but the amount billed the surcharge account was to be limited to the budgeted amount; (3) DOD made improper transfers of over \$5 million to the administrative surcharge account during fiscal year 1980; and (4) the accounting procedures used did not always accumulate the actual cost or workload data for administering the program. Without an adequate surcharge rate, the administrative support costs will not be recouped. A GAO examination at activities with about \$96 million in fiscal year 1980 billings identified \$5 million in unrecovered costs. **Recommendation To Agencies:** The Secretary of Defense, to improve the financial management of the administrative surcharge fund, should require all commands and activities to develop accurate and timely personnel and other cost

data for use in preparing budget submissions and obtaining reimbursement for expenses incurred. The Secretary of Defense, to improve the financial management of the administrative surcharge fund, should direct the Defense Security Assistance Agency to revise its existing budget guidance to Department of Defense activities to clearly identify the costs to be included in the budget submissions and to require recovery of the full administrative costs of foreign military sales. The Secretary of Defense, to improve the financial management of the administrative surcharge fund, should direct each military service to periodically adjust its budget estimates to reflect actual costs incurred and report these adjustments to the Defense Security Assistance Agency. The Secretary of Defense, to improve the financial management of the administrative surcharge fund, should require the Defense Security Assistance Agency to monitor the adequacy of the administrative surcharge rate and make periodic adjustments when warranted to ensure full recovery of costs. The Secretary of Defense, to improve the financial management of the administrative surcharge fund, should direct the Air Force to reverse the improper transfers made to the administrative surcharge account.

117472

[Protest Alleging Ambiguous Specifications]. B-204836. February 9, 1982. 3 pp.

Decision re: Data Controls/North, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Data Controls/North, Inc.; Department of the Army: Defense Supply Service; Department of the Army: Army Board for Correction of Military Records.

Authority: 4 C.F.R. 21.2(b)(1). 55 Comp. Gen. 97. B-200664 (1981).

Abstract: A firm protested the rejection of its low bid under an invitation for bids (IFB) issued by the Defense Supply Service on behalf of the Army Board for the Correction of Military Records. The IFB called for the conversion of information on docket cards onto computer tape. The contracting officer determined that the protester's low bid was nonresponsive, because the bidder confirmed that its bid was based on the premise that the agency would supply the computer tape while the IFB called for the contractor to supply the tape. The protester argued that the specifications were ambiguous and offered to furnish the tape on a loan basis, but an award under that circumstance would have been improper since it was not in accordance with the specifications in the IFB. GAO found that the protester's bid was properly rejected since its bid was nonresponsive and unreasonably low in price. GAO stated that the allegation regarding ambiguity in the specifications was untimely and also immaterial since the protester was otherwise not eligible for the award. Accordingly, the protest was denied in part and dismissed in part.

117496

U.S. International Communication Agency's Overseas Programs: Some More Useful Than Others. ID-82-1; B-205598. February 11, 1982. 37 pp. plus 2 appendices (2 pp.).

Report to Charles Z. Wick, Director, International Communication Agency; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Public Diplomacy Activities (0613).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: International Communication Agency; Department of State; Agency for International Development.

Congressional Relevance: House Committee on Foreign Affairs; House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; Senate Committee on Foreign Relations; Senate Committee on Appropriations: State, Justice, Commerce, the Judiciary Subcommittee.

Authority: Fulbright Act (Studies--Foreign Countries) (P.L. 79-584). Smith-Mundt Act (Information and Educational Exchange) (P.L. 80-402). Reorg. Plan No. 2 of 1977.

Abstract: GAO examined some of the U.S. International Communication Agency's (USICA) overseas information programs.

Findings/Conclusions: USICA missions feel that direct and substantive personal contact with foreign citizens is their most important activity; however, the missions differ in these activities, and substantial amounts of time and money are invested in activities aimed at establishing contacts with a limited audience. Administrative burdens, lack of language proficiency, and a lack of continuity in staffing all impede public affairs officers from making personal contacts. USICA could reduce costs by eliminating the least-effective communication methods in some countries rather than simply shaving funds from each program. USICA cultural programs are often irrelevant and fail to satisfy the overseas missions' planning requirements. About 68 percent of the overseas libraries and reading rooms have been discontinued for budgetary reasons. An apparent neglect of some libraries has led to such deterioration that their maintenance may no longer be justified. USICA has been less involved with foreign associations established to promote mutual understanding. The USICA responsibility to assist Americans in enhancing their understanding of other societies has failed to fulfill its promise. The Distribution and Record System, which was developed to record personal contacts, has been severely handicapped by installation delays and skepticism on the part of post officers as to its utility. **Recommendation To Agencies:** The Director of USICA should reassess the need for each mission to have all of the various communication methods, such as speakers, films, videotape, recordings, and printed matter. The Director of USICA should contact the Department of State and the Agency for International Development to solicit their cooperation in ensuring the recording of personal contacts in the Distribution and Record System. The Director of USICA should establish a realistic timetable for the orderly delivery of Distribution and Record System equipment and the necessary training for system operators. The Director of USICA should establish a policy for the overseas missions concerning the role to be played, if any, in carrying out its mandate, referred to as the Second Mandate, to assist Americans in enhancing their understanding of other societies. The Director of USICA should develop a policy outlining the responsibilities of the overseas missions toward the Binational Cultural Centers, particularly those category "B" Centers where USICA has invested funds but has maintained no direct management control of those funds. The Director of USICA should examine the usefulness of the overseas libraries as they are currently maintained and eliminate those that are no longer useful. The Director of USICA should: (1) eliminate redundant cultural program efforts within a given host country; and (2) seek more mission input for planning the Arts America program to better match the cultural programs to the needs of the individual posts. The Director of USICA should determine, through monitoring of foreign receptivity to changes in publication formats, those which are too narrowly targeting recipient audiences and threatening through oversophistication to lose an existing broad base of readers. The Director of USICA should direct overseas missions to discontinue programming of those methods that they believe irrelevant to their needs or even significantly less useful than others to their needs.

117518

[Procurement Procedures]. B-205061. February 5, 1982. 3 pp. Letter to Graham O. King, President and Chief Executive Officer,

Auto-trol Technology Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Auto-trol Technology Corp.; Department of the Army: Corps of Engineers, Huntsville Division.

117531

[Incorporation of Contract Clause Into Proposed FPR Temporary Regulation]. B-197574. April 22, 1980. Released February 19, 1982. 1 p.

Letter to Philip G. Read, Director, General Services Administration: Office of Acquisition Policy: Federal Procurement Regulations Directorate; by Harry R. Van Cleve, (for Milton J. Socolar, General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: General Services Administration: Office of Acquisition Policy: Federal Procurement Regulations Directorate.

Authority: Service Contract Act of 1965.

Abstract: GAO was asked to comment on the advisability of incorporating a General Services Administration contract clause into a proposed Federal procurement regulation. The clause concerns the application of a Service Contract Act wage determination to contracts involving automatic data processing equipment maintenance and repair. GAO had no objection to the contract clause in question and commented that the achievement of the uniform administration of these contracts as contemplated by the proposed action would be desirable.

117548

[Protest Alleging Unreasonable Proposal Evaluation]. B-202811. February 17, 1982. 6 pp.

Decision re: CompuServe Data Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: CompuServe Data Systems, Inc.; National Aeronautics and Space Administration; Service Bureau Co.

Authority: B-192139.7 (1979).

Abstract: A firm protested the National Aeronautics and Space Administration's (NASA) technical disqualification of its proposal for teleprocessing services. After its review, NASA found that only one company met all of the mandatory requirements, and that firm was awarded the contract. It is GAO policy not to evaluate proposals or substitute its judgment for that of procuring officials by making independent determinations as to which offeror should receive an award or how many points each proposal should have received absent a clear showing that the procuring agency acted arbitrarily or unreasonably. It was under these limitations that GAO reviewed the NASA technical evaluation of the protester's proposal. Initially, four of the solicitation's mandatory requirements were the subject of the protester's protest; however, NASA agreed with the protester on one of its grounds for protest. After reviewing the remaining three grounds of protest, GAO determined that the protester met the mandatory requirements at issue and that the protester should have been included in the competitive range for negotiation. Accordingly, the protest was sustained, and GAO recommended that the options under the existing contract not be exercised and that the requirement be resolicited.

117551

The Treasury Department and Its Bureaus Can Better Plan for and Control Computer Resources. GGD-82-9; B-201698. February 22, 1982. 57 pp. plus 1 appendix (12 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Non-Line-of-Effort Assignments (0151).

Contact: General Government Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of the Treasury.

Congressional Relevance: House Committee on Government Operations; House Committee on Banking, Finance and Urban Affairs; House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; Senate Committee on Finance; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Congress.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). OMB Circular A-121.

Abstract: GAO reviewed the Department of the Treasury's and its bureaus' use of computer resources in achieving their missions. The objectives of the review were to: (1) evaluate how effectively these resources are managed by Treasury and its bureaus; (2) determine if they could be better used; and (3) recommend improvements where needed. **Findings/Conclusions:** Treasury has lacked an effective means of implementing policies and procedures for managing computer resources. Congressional concern over a similar lack of top management oversight of information resources in other Government agencies has resulted in the recent passage of the Paperwork Reduction Act of 1980. This Act, particularly its provision for designating a senior official to report directly to the head of the agency and to be responsible for carrying out the Act within the agency, can substantially improve the management of computers and other information-related activities if properly implemented. Many Treasury bureaus have not established a formalized, coordinated system for forecasting automatic data processing needs sufficiently to allow for the orderly acquisition of computer resources to satisfy these requirements. The absence of top management and user involvement and participation in formulating long-range computer growth strategy has resulted in Treasury bureaus having either too much or too little computer capacity, excessive costs of operations, and unmet user needs. Although some Treasury bureaus have done limited testing and measuring of equipment utilization and in some cases have evaluated performance, these efforts are only part of an effective performance management program. Other critical elements, such as establishing standards and goals, periodically assessing products, and optimizing software efficiency, have been lacking. **Recommendation To Agencies:** The Secretary of the Treasury should direct the designated senior official to have each of Treasury's bureaus establish a performance management program for computer resources that should focus on developing and implementing a long-range strategy for improving performance. The Secretary of the Treasury should direct the designated senior official to have each of Treasury's bureaus establish a performance management program for computer resources that should focus on consistent and uniform reporting to management of performance trends and areas needing improvement. The Secretary of the Treasury should direct the designated senior official to have each of Treasury's bureaus establish a performance management program for computer resources that should focus on periodic and routine monitoring of the efficiency and effectiveness of the bureau's computer resources in meeting these requirements. The Secretary of the Treasury should direct the designated senior official to have each of Treasury's bureaus establish a performance management program for computer resources that should focus on developing performance standards based on specific user requirements but within the limits of overall capacity and capability. The Secretary of the Treasury should direct the designated senior official to ensure that Treasury's bureaus develop and implement standardized and formalized systems development procedures that provide the steering committee and management at all levels with a mechanism for reviewing progress and problems at key decision points. The Secretary of the Treasury should direct the designated senior official to ensure that Treasury's bureaus develop and implement standardized and formalized systems development pro-

cedures that assure agreement and understanding between users and systems development staff as to what the end product will provide. The Secretary of the Treasury should direct the senior official to require that the development and installation of computer resource accounting systems be expedited in Treasury's bureaus. The Secretary of the Treasury should direct the designated senior official to ensure that Treasury's bureaus develop and implement standardized and formalized systems development procedures that provide a logical and systematic approach for developing systems. The Secretary of the Treasury should direct the designated senior official to ensure that each of Treasury's bureaus establish computer resource steering committees consisting of user and data processing management, and chaired by the bureau head or deputy, and charge these committees with responsibility for assessing computer resource needs on a periodic basis and formulating an effective growth strategy. The Secretary of the Treasury should have each bureau, and other offices where appropriate, name an individual to report directly to the bureau head and assist the senior official in implementing the requirements of the Paperwork Reduction Act within the bureau. These individuals should have the authority and staff necessary for implementing the policies and procedures established by the senior official. The Secretary of the Treasury should ensure that the senior official has adequate staff resources to meet the responsibilities imposed by the Paperwork Reduction Act. The Secretary of the Treasury should provide the senior officials with sufficient rank to demonstrate the importance of the position and to facilitate the implementation of policies and procedures that are issued by the official. At a minimum, the official should be the Assistant Secretary or equivalent rank so that it is clear to all levels of management that the official is the direct representative of the Secretary in all matters regarding information management. The Secretary of the Treasury should limit the senior official's duties and responsibilities to those required by the Paperwork Reduction Act to assure that the official can devote sufficient time and attention to enforcing the Act, assure the independence and objectivity of the official, and impress upon Treasury and bureau management the critical importance of the position.

117553

[Reauthorization of the Commodity Futures Trading Commission]. February 23, 1982. 7 pp. plus 1 appendix (4 pp.).

Testimony before the House Committee on Agriculture: Conservation, Credit, and Rural Development Subcommittee; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Commodity Futures Trading Commission; National Futures Association.

Congressional Relevance: House Committee on Agriculture: Conservation, Credit, and Rural Development Subcommittee.

Authority: Commodity Exchange Act (Futures).

Abstract: In recent years, the commodity futures industry has experienced dramatic growth. The term "commodity" has come to embrace a variety of financial instruments including Government securities and certificates of deposit. Substantial trading in futures contracts for these commodities has developed. An expected growth in the trading of these instruments and a continued growth in agricultural and natural resource futures will substantially increase the importance of futures in the national economy. GAO has concluded that Federal programs which protect commodity futures customers should be reauthorized. The Commodity Futures Trading Commission, which is responsible for these programs, has made progress in developing a regulatory framework to protect customers. Its principle programs should be retained and improved to keep rapidly expanding futures trading reasonably free from abuse. Even if the futures industry assumes an increased responsibility for regulation, the Commission will need to continue to monitor the

performance of industry self-regulatory bodies. Congress should amend the Commodity Exchange Act to shift responsibility for registering futures professionals to the newly created National Futures Association with the Commission having an oversight role in this area. The Act should also be amended to allow for a flow of information on adverse market situations to the exchanges on a routine basis. The Commission's rule enforcement review program needs strengthening. The agency needs to: (1) make its criteria for contract approval more explicit and meaningful; (2) make contract approvals contingent on adequate rule enforcement; (3) assess a one-time fee to defray the appropriate costs of contract approval; (4) improve its registration program; and (5) simplify the reparations program's rules and procedures. A considerable burden can be shifted from the reparations program by removing certain limitations to increased use of arbitration. The Commission needs to improve its use of automatic data processing (ADP) to track and analyze the futures positions of large traders and identify possible situations which affect market identity. Once these improvements have been made, the Commission should use ADP in conducting market surveillance, managing the reparations program, and general operations.

117585

Federal Review of Intrastate Branching Applications Can Be Reduced. GGD-82-31; B-201795. February 24, 1982. 82 pp. plus 9 appendices (19 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Federal Oversight of Financial Institutions: Effectiveness of Controls Over Changes in Institutional Structure (3907).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Federal Deposit Insurance Corp.; Federal Reserve System; Office of the Comptroller of the Currency.

Congressional Relevance: House Committee on Banking, Finance and Urban Affairs; Senate Committee on Banking, Housing and Urban Affairs; Congress.

Authority: McFadden Act (Banking) (31 U.S.C. 67). Deposit Insurance Act. Federal Reserve Act. Community Reinvestment Act of 1977. Historic Preservation Act (16 U.S.C. 470 et seq.). Depository Institution Management Interlocks Act (12 U.S.C. 3201 et seq.). Housing and Community Development Act of 1977 (12 U.S.C. 2901 et seq.). National Environmental Protection Act. Environmental Policy Act of 1969 (National) (42 U.S.C. 4321 et seq.). Banking Agency Audit Act. Banking Act of 1933.

Abstract: Federal regulation of intrastate domestic bank branching sets the guidelines for the safety and soundness of any office, branch agency, additional offices, or any branch place of business located in any of the United States or its territories or in the District of Columbia at which deposits are received, checks paid, or money lent. The Federal regulators, State governments, and banks are intertwined in the branching process by a mixture of Federal and State laws. However, current Federal review of new branch applications rarely restricts branch actions, produces little new information of supervisory value and, in the case of State-chartered banks, duplicates State efforts. GAO reviewed the efficiency and effectiveness of the Federal processes for regulating intrastate branching. **Findings/Conclusions:** Federal reviews require information from applicants that may not be needed and that delays branch investment decisions. GAO found that: (1) virtually all State bank applicants were classified by their Federal regulators as fundamentally sound, and most of these applicants had previous branching experience; (2) the majority of State bank branching placements are located close to existing bank operations; (3) less than 3 percent of the applications were protested in 1979 and 1980; (4) only 17 percent of the branch applications were denied by Federal regulators from 1975 through 1980; (5) reviews of an applicant bank's capacity

to branch rely extensively on data and analyses already in the possession of the regulator; and (6) reviews of branch impact on the recipient community are difficult and duplicate State efforts. GAO questioned the policy of the Office of the Comptroller of the Currency which provides for an extensive review of each application. GAO believes that an exception-generated review approach for its conclusions and recommendations should be used. Because Federal regulatory agencies treat bank remote facilities as they do staffed branches, banks must receive Federal agency approval to establish these facilities even when the State involved does not consider the facilities to be branches. GAO believes that such a review is no longer necessary for State banks and should be further reduced for national banks, because such facilities represent minor actions. This would ensure regulatory consistency. **Recommendation To Congress:** Congress should amend the Federal Reserve Act and the Federal Deposit Insurance Act to replace the requirement for a broad review of each new branch application with a notification process, wherein applicant banks notify the respective Federal agency of their desire to branch. The agency would then respond within a fixed timeframe to this notification with the options of either having no objection, denying the branch, or requiring more data. Congress should amend the McFadden Act and the Federal Deposit Insurance Act to differentiate between staffed branches and remote service facilities. **Recommendation To Agencies:** The Comptroller of the Currency should establish structured bank application reporting formats for national banks operating in States requiring the review of branch applications for their community convenience and needs impact, on the basis of the Office of the Comptroller of the Currency interpretation of individual State law requirements. The Comptroller of the Currency should establish an exception-oriented new branch application processing system with explicit calendar-day processing time requirements for routine branch applications. Extensions beyond this timeframe should be exceptions which would necessitate an Office of the Comptroller of the Currency action to initiate.

117589

[Better Ways To Provide for Use of Agricultural Information]. CED-82-46; B-206415. February 26, 1982. 7 pp.

Report to Sen. Thad Cochran; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Best Management and Planning Tools Applicable to the Food and Agriculture System and Their Uses (1736); Program and Budget Information for Congressional Use: Non-Line-of-Effort Assignments (3451).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Agricultural Research and Services (352.0).

Organization Concerned: Department of Agriculture.

Congressional Relevance: Sen. Thad Cochran.

Abstract: GAO was requested to provide information on: (1) the magnitude of data sources available in one specific agricultural subject area, water for irrigation; (2) the types and characteristics of services that provide information; (3) the types and characteristics of users having a need for information on agriculture; and (4) the ways to arrange or structure various data sources to provide users with timely access to available and useful information. **Findings/Conclusions:** GAO found that: (1) the amount of data available on the topic, water for irrigation, is voluminous and is presented in innumerable ways by a wide array of information services; (2) users have complained that information services, which provide bibliographic data, do not respond in a timely manner and that the information they provide lacks specificity, is not in an appropriate form, or is costly; (3) different types of users have unique information needs and various levels of understanding and ability to access information; and (4) an alternative to the current approach for using the massive amount of agricultural information

is an information megasystem which would involve putting existing information into one large data base. Another alternative is a user clearinghouse network which would employ a telephone communication network to provide user access to all existing information sources; it would require little user knowledge of sources or experience in accessing them. The Department of Agriculture has a conceptual plan for such a clearinghouse network, but it is still the initial stages of development.

117604

[Opportunities for Reducing the Cost of the 1982 Agricultural and Economic Censuses]. GGD-82-43; B-206257. February 10, 1982. Released February 26, 1982. 11 pp.

Report to Rep. Robert Garcia, Chairman, House Committee on Post Office and Civil Service: Census and Population Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Information Management: Effectiveness and Efficiency of Efforts To Obtain Population Data (4210).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Department of Commerce; Bureau of the Census.

Congressional Relevance: House Committee on Post Office and Civil Service: Census and Population Subcommittee; Rep. Robert Garcia.

Authority: 13 U.S.C. 131. 13 U.S.C. 142. 13 U.S.C. 191.

Abstract: GAO reviewed the agricultural and economic censuses, examining costs already incurred and the Bureau's estimated future costs to aid the fiscal year 1983 budget reconciliation process. In examining costs, GAO: (1) compared the 1982 censuses to previous censuses to identify changes and their expected benefits; and (2) determined the usefulness of work already performed if portions of the censuses were reduced or eliminated and the effect of the changes on estimated costs. **Findings/Conclusions:** If budget cuts arise, the Bureau of the Census is considering reducing the size and scope of the agricultural and economic censuses. For the agricultural census, the Bureau could save \$13 million by eliminating an area sample, raising the threshold for defining a farm, and eliminating the censuses of areas outside the United States. For the economic censuses, the Bureau is considering eliminating the data that are collected on a sample basis, which include data on transportation, minority-owned businesses, and major retail and central business districts. With these actions, the Bureau could save about \$6.7 million spent on the economic censuses and not affect the data gathering from establishments included in the censuses for retail and wholesale trade, selected service industries, mining and manufacturers, and construction. If the budget cuts are made within the next few months, the Bureau could save about \$19.7 million. The Bureau plans to conduct the 1982 censuses similarly to the previous censuses, except for the introduction of a changed method of data entry using computer technology. Bureau data show that, aside from increases due to inflation, there will be no additional increases in the cost of taking the 1982 censuses. The Bureau believes that the cost of the new technology, including the use of a newly acquired computer, will be offset by reduced personnel costs. Although proposed reductions would affect the completeness of the agricultural census, the specific effect on the utility of the data has not been determined.

117653

[Assessment of the Federal Aviation Administration's Plan To Close Its Denver and Honolulu Regional Offices]. CED-82-45; B-206454. February 25, 1982. 11 pp.

Report to Sen. Gary W. Hart; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Transportation Systems and Policies: Economy, Effectiveness, and Efficiency in the Management of FAA's Activities and Functions (2475).

Contact: Community and Economic Development Division.

Budget Function: Transportation: Air Transportation (402.0).

Organization Concerned: Federal Aviation Administration; Department of Transportation.

Congressional Relevance: Sen. Gary W. Hart.

Abstract: In response to a congressional request, GAO reviewed the Federal Aviation Administration's (FAA) plan to close its regional offices in Denver and Honolulu and consolidate them into offices located in Seattle and Los Angeles. The GAO objective was to determine if the FAA cost-benefit analysis was drawn correctly. **Findings/Conclusions:** GAO found that the analysis was generally accurate, except that no cost estimates were included for early retirements, unemployment compensation, and lump-sum annual leave payments. Although these are not direct costs to FAA, they are associated with the regional office consolidation and are proper offsets to FAA estimated savings. Actual savings and costs may differ from FAA projections concerning the exact positions to be eliminated and the costs of needed space. While savings were important in the FAA decisions to consolidate its regional offices, other factors influenced the final selection of regions and the locations for consolidation. The selection in the plan showed that FAA did not wish to close regions that: (1) would require a large degree of managerial attention during the rebuilding of the air traffic control system; and (2) were designated as lead regions responsible for carrying out various airworthiness certification programs. FAA expressed its intention to rebuild the air traffic control system while maintaining the safety and efficiency of the National Airspace System. The cost-benefit analysis presented estimates; the actual results of the consolidation when completed may be different. GAO concluded that, if FAA permanently eliminates the positions identified in the plan, long-term savings should result.

117655

Accelerated Onshore Oil and Gas Leasing May Not Occur as Quickly as Anticipated. EMD-82-34; B-206192. February 8, 1982.

Released February 15, 1982. 54 pp.

Report to Rep. John D. Dingell, Chairman, House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; by J. Dexter Peach, Director, GAO Energy and Minerals Division.

Issue Area: Energy: Availability of Federal Lands To Help Meet the Nation's Energy Needs (1628); Land Use Planning and Control: Management of Public Lands To Optimize Public Benefits (2313).

Contact: Energy and Minerals Division.

Budget Function: Energy: Energy Information, Policy, and Regulation (276.0).

Organization Concerned: Department of the Interior; Bureau of Land Management; Council on Environmental Quality; Wyoming.

Congressional Relevance: House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; Rep. John D. Dingell.

Authority: Environmental Policy Act of 1969 (National). Mineral Lands Leasing Act (30 U.S.C. 181 et seq.). Mineral Leasing Act for Acquired Lands (30 U.S.C. 351 et seq.). Alaska National Interest Lands Conservation Act (P.L. 96-487). Department of the Interior Appropriation Act, 1981 (P.L. 96-514). Land Policy and Management Act. Naval Petroleum Reserves Production Act of 1976. Fish and Wildlife Coordination Act. 4 C.F.R. 3100. Executive Order 11988. Executive Order 11990. H.R. 3364 (97th Cong.). **Abstract:** One of the goals of the current Administration is to encourage the development of energy resources on Federal lands

by providing greater access to those lands and by streamlining the leasing process. In response to a congressional request, GAO reviewed the key initiatives either taken or planned by the Administration and progress to date with respect to onshore oil and gas leasing. **Findings/Conclusions:** GAO found that the Administration has not progressed as quickly as anticipated toward its goal, and little additional public land has been leased to date. However, the Department of the Interior has taken steps to make more land available for leasing in the future, including initiatives to: (1) expedite congressionally mandated withdrawal reviews; and (2) streamline internal land status record-keeping procedures. In addition, progress has been made by Interior to implement congressional mandates opening Alaskan lands for leasing. Other initiatives by Interior have been less successful. For example, the acquisition of over 6 million acres of military lands may not soon result in many new lease agreements due to litigation and doubtful consent from military base commanders, and the Bureau of Land Management (BLM) has decided not to change its policy prohibiting leasing of wildlife refuge lands in the lower 48 States. The basic onshore oil and gas leasing system regulations have remained unchanged from previous administrations, and recent efforts to streamline procedures have been initiated by Interior itself. It is too early to determine whether the Administration's own changes will accelerate the leasing process. Because continuing serious problems with the onshore oil and gas leasing system and poorly maintained land status records make it difficult for BLM to process backlog lease applications quickly, it is doubtful whether efforts to speed up access to Federal lands can significantly increase the amount of leasing under the present system.

117660

Summaries of Conclusions and Recommendations on Department of Defense Operations. OISS-82-2; B-205879. February 26, 1982. 190 pp.

Report to Senate Committee on Appropriations; House Committee on Appropriations; by Charles A. Bowsher, Comptroller General.

Contact: Office of Information Systems and Services.

Budget Function: National Defense (050.0).

Organization Concerned: Department of Defense; Department of the Navy; Department of the Army; Department of the Air Force; United States Marine Corps.

Congressional Relevance: House Committee on Appropriations; Senate Committee on Appropriations.

Abstract: A summary is provided of conclusions and recommendations resulting from GAO audits and other review work in the Department of Defense (DOD). While the reports have previously brought the matters to the attention of Congress and department officials, the summary was compiled to assist congressional committees in their review of budget requests for fiscal year 1983.

Findings/Conclusions: The summaries include DOD matters affecting appropriations of military departments and agencies. Each summary contains the following information: budget function, legislative authority, findings or conclusions, recommendations, appropriations information, and Appropriations Committee issues.

117666

The District of Columbia Should Assess Its Needs Before It Makes Major Acquisitions of Space. GGD-82-27; B-204826. March 2, 1982. 10 pp. plus 1 appendix (2 pp.).

Report to Marion S. Barry, Jr., Mayor, District of Columbia; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Facilities and Material Management: Non-Line-of-Effort Assignments (0751).

Contact: General Government Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: District of Columbia; District of Columbia: Department of General Services.

Congressional Relevance: House Committee on District of Columbia; House Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on Governmental Affairs: Governmental Efficiency and the District of Columbia Subcommittee; Senate Committee on Appropriations: District of Columbia Subcommittee.

Authority: Self-Government and Governmental Reorganization Act (District of Columbia) (P.L. 93-198; 87 Stat. 774).

Abstract: In a GAO review of the District of Columbia's management of its owned and leased space, District employees knowledgeable about the District's space management were interviewed, and reports and studies relating to space management were analyzed.

Findings/Conclusions: The District's Department of General Services (DGS) could not provide documentation of its reviews of District agencies' space requests, nor was documentation of the District's leasing practices available. To reduce the city's leasing costs, in 1980 the District began looking for school buildings that could be used for office space. So far, the conversion of only one school has been agreed upon, although officials are optimistic that agreement can be reached on other school conversions. A survey to identify available school space has begun. Major problems with the city's management of space have been noted. Although many studies have raised questions about underused space, they have not been accurate or recent enough to give the District the complete space utilization information that it needs. DGS formed a task force to help develop a space management reporting system. To reduce reliance on leased facilities, DGS plans to: construct a municipal office building; acquire two buildings now being leased; renovate vacant school buildings into office space; consolidate activities into underused properties; and introduce legislation to clarify the Mayor's jurisdiction over District buildings and grounds. GAO found that the District is improving its space management system. However, the city does not know the extent of its underused space and total space needs and, without this information, it cannot determine the advisability of acquiring additional space or how much space must be acquired to achieve the city's goal of eliminating most leased facilities. **Recommendation To Agencies:** The Mayor of the District of Columbia should declare a moratorium on the acquisition of significant new leased or owned office, warehouse, and storage space until the District implements its space management reporting system, completes its comprehensive space utilization survey, and analyzes the survey results.

117668

[Applicability of Public Law 89-306 to the FAA Procurement of Computers for the Air Traffic Control System]. AFMD-82-47; B-206355. February 18, 1982. 3 pp.

Report to Andrew L. Lewis, Jr., Secretary, Department of Transportation; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Transportation; Federal Aviation Administration.

Congressional Relevance: House Committee on Science and Technology: Transportation, Aviation and Materials Subcommittee; House Committee on Appropriations: Transportation Subcommittee; House Committee on Government Operations; Senate Committee on Commerce, Science and Transportation; Senate Committee on Appropriations: Transportation Subcommittee.

Authority: 41 C.F.R. 4.1102-1. 41 C.F.R. 1-4.1109-18(b). 41 C.F.R. 1-4.1100-3. 41 C.F.R. 1-4.1102-1. P.L. 89-306. DOT Order 1370.2A.

Abstract: In response to a congressional request, GAO reviewed the Federal Aviation Administration's (FAA) planning, management, and acquisition of automated information systems for air traffic control and FAA management purposes. **Findings/Conclusions:** By the mid-1980's, FAA plans to replace the computers at the Nation's en route air traffic control centers with computers capable of running the existing software with minimum modifications. The new computers which FAA plans to buy will be general purpose, mass produced, commercially available computers. However, FAA officials do not plan to follow the process established under applicable law by the General Services Administration (GSA) for buying such automatic data processing (ADP) equipment. An important objective of the law is the economic acquisition of Government ADP equipment. To promote this acquisition of general purpose, mass produced, commercially available ADP equipment, an agency must submit a procurement request to GSA for a delegation of procurement authority. FAA officials stated that they are procuring an air traffic control system, not a computer system, and that it is not subject to the GSA procurement process. Since GSA has jurisdiction over the procurement of ADP equipment supplied to the Government, GAO concluded that, unless the Administrator of General Services specifically exempts FAA from following the applicable regulations, it does not have the legal authority to buy such equipment. **Recommendation To Agencies:** The Administrator, FAA, should comply with the provisions of Public Law 89-306 in procuring the replacement computers for the air traffic control system. The Secretary of Transportation should revise Department of Transportation Order 1370.2A to eliminate the present blanket exemption and to substitute language closer to that of the current GSA language.

117670

Despite Recent Improvements, Bank Supervision Could Be More Effective and Less Burdensome. GGD-82-21; B-204180. February 26, 1982. 65 pp. plus 8 appendices (36 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Federal Oversight of Financial Institutions: Effectiveness of Efforts To Identify Weaknesses in Financial Institutions (3906); Federal Oversight of Financial Institutions: Effectiveness of Efforts To Correct Weaknesses in Financial Institutions (3913).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Federal Reserve System; Federal Deposit Insurance Corp.; Federal Financial Institutions Examination Council; Department of the Treasury; Office of the Comptroller of the Currency.

Congressional Relevance: House Committee on Banking, Finance and Urban Affairs; Senate Committee on Banking, Housing and Urban Affairs; Congress.

Authority: Deposit Insurance Act. Financial Institutions Regulatory and Interest Rate Control Act of 1978 (P.L. 95-630; 12 U.S.C. 1817(k)). Federal Reserve Act (12 U.S.C. 375a). Change in Bank Control Act of 1978. P.L. 95-320.

Abstract: GAO evaluated changes made in the supervision of banks since the 1976 study by its Task Force on Federal Supervision of Banks. **Findings/Conclusions:** Federal bank regulatory agencies have improved bank safety supervision. They have used new laws, procedures, and systems to gather data more efficiently, identify bank problems, and effect solutions to those problems. However, Congress and the regulatory agencies need to reevaluate these laws and procedures to alleviate unnecessary reporting by banks and to make the supervisory process more efficient and effective. Although GAO has studied different aspects of bank supervision, it

has not comprehensively determined the overall effect of these changes. The regulatory agencies now use computerized monitoring systems to analyze data regularly reported by banks. Thus, bank problems usually are identified well before they reach a critical stage, and the agencies are paying more attention to bank management practices that cause financial problems. However, their tendency to equate quality of management to a bank's financial condition could be misleading. Regulators, using more structured guidelines, are taking more formal actions against banks with problems. Over half of the bank examinations conducted are modified examinations due to resource limitations. Thus, the agencies should train their staffs to use the modified procedures. A report required to be filed by banks on loans to executive officers and shareholders may be unduly burdensome on banks. Informal efforts taken by regulators to persuade banks to solve management weaknesses could be more effective if they were more specific. A cost benefit analysis should be made of the regulators' computerized surveillance systems. **Recommendation To Congress:** Congress should eliminate the requirement under the Federal Reserve Act for banks to submit periodic reports to their primary regulators on loans made to their executive officers, unless Congress remains convinced of the value of public disclosure, in addition to supervisory oversight as a deterrent to insider abuses. In addition, Congress should eliminate the requirements under the Federal Deposit Insurance Act that a bank report to its primary regulator a list of certain stockholders and a list of executive officers and shareholders who have extensions of credit from the bank and the aggregate amount of such credit, and that the banks and the agencies make the information available to the public on request. If Congress believes in the value of retaining public disclosure by the banks themselves, Congress should only eliminate the requirement for banks to submit periodic reports to their primary regulator on loans made to their executive officers while retaining the requirements for reports on extensions of credit and public disclosure of such reports. **Recommendation To Agencies:** The Comptroller of the Currency, the Chairman of the Board of Governors of the Federal Reserve System, and the Chairman of the Federal Deposit Insurance Corporation should formally assess the costs and benefits of their surveillance systems using recognized methods of systems analysis. The Comptroller of the Currency, the Chairman of the Board of Governors of the Federal Reserve System, and the Chairman of the Federal Deposit Insurance Corporation should ascertain the impact of modified scope examinations on staff training and develop policies on their use that consider training needs. The Comptroller of the Currency, the Chairman of the Board of Governors of the Federal Reserve System, and the Chairman of the Federal Deposit Insurance Corporation should require examiners to make nonbinding but specific written recommendations to banks in examination reports or related correspondence on ways to improve management weaknesses.

117682

[Protest of Marine Corps Contract Award]. B-205367. March 4, 1982. 4 pp.

Decision re: Spectrum Leasing Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Spectrum Leasing Corp.; United States Marine Corps.

Authority: F.P.R. 1-4.1109-6. D.A.R. 4-1104.4. D.A.C. 76-27. B-197776 (1981).

Abstract: A firm protested the issuance of a purchase order by the Marine Corps for the lease of one central processor. The protester contended that the award was improper because it had offered the same item at a lower proposed cost. The Marine Corps published notice of its intent to procure the required model from a firm that had a General Services Administration schedule contract with the

Government unless a better offer was received from another source within 15 calendar days of publication. The protester submitted a timely written response expressing interest in supplying the item at lower proposed costs than those in the published schedule contract; however, it offered 1 day less maintenance coverage per week, did not offer to meet the delivery requirement, and did not demonstrate its ability to maintain the system after delivery. The Marine Corps then contacted the protester to discuss the shortcomings of its written response. Later the protester submitted an amended written response adding the 1-day per week maintenance coverage, but it did not address its capability to meet delivery and other maintenance requirements. The Marine Corps determined that, since the protestor did not have a current schedule contract, the service would have to negotiate with at least the protester and the proposed awardee to work out the necessary details. The Marine Corps determined that time did not permit such negotiations, and it placed an order with the firm that had the schedule contract. The protester contended that the award was improper because the Marine Corps was well aware of its interest in competing and had adequate time to work out the necessary details. GAO concluded that, since the protester's timely response to the published synopsis did not address its capability or willingness to meet the agency's disclosed critical delivery requirement, the reply did not constitute an acceptable affirmative written response. As a result, the Marine Corps was not required to consider the protester's lower proposed costs before placing an order against another vendor's schedule contract. Accordingly, the protest was denied.

117703

FDA Can Further Improve Its Adverse Drug Reaction Reporting System. HRD-82-37; B-206458. March 8, 1982. 28 pp. Report to Richard S. Schweiker, Secretary, Department of Health and Human Services; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Consumer and Worker Protection: Protection of Users of Drugs and Drug Related Products Against Unnecessary Risk of Injury (0914).

Contact: Human Resources Division.

Budget Function: Health: Prevention and Control of Health Problems (551.2).

Organization Concerned: Department of Health and Human Services; Food and Drug Administration.

Congressional Relevance: *House* Committee on Energy and Commerce; Health and the Environment Subcommittee; *House* Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; *Senate* Committee on Labor and Human Resources; *Senate* Committee on Appropriations: Agriculture and Related Agencies Subcommittee.

Authority: 21 C.F.R. 301.300.

Abstract: GAO reviewed the Food and Drug Administration's (FDA) adverse drug reaction reporting system, because a comprehensive survey of FDA monitoring of prescription drugs showed that many of the problems identified in a previous report still exist. In that report, GAO noted that the reporting system was underused as a tool to regulate marketed drugs. **Findings/Conclusions:** GAO found that medical officers are making more use of the reporting system than they previously did. Many said that the system is useful and is improving. The Division of Drug Experience has offered seminars and workshops on the capabilities and limitations of the reporting system. Despite this training, some medical officers indicated that they were unaware of what the system could do. GAO reviewed individual drug reaction reports submitted by the manufacturers and found that less than half had been entered into the system and only 60 percent had reached the Division. As a result, the system failed to identify some potentially serious adverse reactions. FDA needs all the information available if it is to make timely determinations on the need for regulatory action. The pro-

cedures for routing adverse reaction reports submitted by manufacturers were revised to allow reports to reach the Division sooner. This change, however, may not result in more reports getting into the system. Because of the current budget situation, additional staff and resources may not become available, and FDA should explore alternative methods of evaluating and entering reports into the system. The Division entered over 115,000 reports into the adverse reporting system. The largest number of reports were received from manufacturers. Little has been done to encourage reporting from sources other than manufacturers, but the Division plans to increase nonmanufacturer reporting. GAO explored alternatives of increasing adverse reaction reporting. **Recommendation To Agencies:** The Secretary of Health and Human Services (HHS) should direct the Commissioner, FDA, to explore alternative methods, such as toll-free or collect-call service, to increase the quantity and quality of reports from nonmanufacturer sources. The Secretary, HHS, should direct administrators of hospitals within HHS to cooperate with the Division of Drug Experience by establishing and using reporting systems in their hospitals. The Secretary, HHS, should encourage other Federal agencies operating hospitals to develop an adverse drug reaction reporting system. The Secretary, HHS, should direct the Commissioner, FDA, to explore alternative methods for evaluating and processing nonserious, known reactions to drugs. Consideration should be given to not entering into the system some of the common, known reactions which add little or nothing to the knowledge of marketed drugs. The Secretary, HHS, should require the Commissioner, FDA, to instruct the Division of Drug Experience to solicit feedback from medical officers in the Office of New Drug Evaluation as to how the system could be improved to better meet their needs and implement those proposals which are cost effective and could increase medical officers' use of the system. The Secretary, HHS, should require the Commissioner, FDA, to require medical officers to attend seminars and workshops sponsored by the Division of Drug Experience intended to train them on the capabilities of the adverse drug reaction system.

117705

[How Much Does the Federal Government Spend on Economic Modeling Activities?]. PAD-82-26; B-206199. February 16, 1982. Released March 8, 1982. 3 pp. plus 2 enclosures (2 pp.). Report to Sen. Lloyd Bentsen; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Economic Analysis of Alternative Program Approaches: Usefulness of Econometric Models and What Extensions Should Be Made To Adequately Formulate Economic Policy (4059).

Contact: Program Analysis Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Executive Office of the President; Chase Econometrics, Inc.; Data Resources, Inc.; Wharton Econometric Forecasting Associates, Inc.; Merrill Lynch Economics, Inc.

Congressional Relevance: *Sen.* Lloyd Bentsen.

Abstract: Pursuant to a congressional request, GAO identified fiscal year (FY) 1978 and FY 1980 Federal payments for economic modeling services from each of four private economic forecasting firms. Subsequently, GAO was asked to identify total Federal expenditures for both internal and external modeling activities. Due to time constraints, it was agreed that GAO would obtain unverified data from 24 Federal agencies and departments and from the forecasting firms. Economic modeling activities were defined as periodic forecasts, economically related simulations of all types, and special projects involving single and multiple equation regressions. The figures represent best estimates based on available information of the modeling expenditures for each agency, department, and firm and their individual interpretations of what

constitutes modeling activities. **Findings/Conclusions:** GAO found that combined payments received from the Federal Government by the four companies totaled approximately \$1.8 million for FY 1978 and \$3.3 million for FY 1980. The figures represent varying amounts of service, from subscription fees only to complete costs of model access, consulting, and computer time sharing. The 24 Federal departments and agencies reported that in FY 1978 they had spent approximately \$20 million on internal activities and \$20.5 million on external activities. In FY 1980, the figures were approximately \$27 million for internal and \$23 million for external activities. Inconsistencies noted in their responses indicated that the reported internal and external figures are far from accurate. In some cases, they included costs not directly attributable to modeling activities. In other cases, total costs were not available due to rough estimates, poor recordkeeping, and incomplete reporting. GAO attempted to clear up as many inconsistencies as possible by responding to the inquiries of agencies and contractors and by following up with questions about the responses received. GAO concluded that, since the information obtained from all parties are only best estimates based on available information, care should be exercised in interpreting the information.

117710

[Reauthorization of the Commodity Futures Trading Commission]. March 2, 1982. 7 pp. plus 1 appendix (4 pp.).
Testimony before the Senate Committee on Agriculture, Nutrition, and Forestry; Agricultural Research and General Legislation Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Commodity Futures Trading Commission; National Futures Association.

Congressional Relevance: Senate Committee on Agriculture, Nutrition, and Forestry; Agricultural Research and General Legislation Subcommittee.

Authority: Commodity Exchange Act (Futures).

Abstract: In recent years, the commodity futures industry has experienced dramatic growth. The term "commodity" has come to embrace a variety of financial instruments including Government securities and certificates of deposit. Substantial trading in futures contracts for these commodities has developed. An expected growth in the trading of these instruments and a continued growth in agricultural and natural resource futures will substantially increase the importance of futures in the national economy. GAO has concluded that Federal programs which protect commodity futures customers should be reauthorized. The Commodity Futures Trading Commission, which is responsible for these programs, has made progress in developing a regulatory framework to protect customers. Its principle programs should be retained and improved to keep rapidly expanding futures trading reasonably free from abuse. Even if the futures industry assumes an increased responsibility for regulation, the Commission will need to continue to monitor the performance of industry self-regulatory bodies. Congress should amend the Commodity Exchange Act to give the Commission an oversight role in this area. The Act should also be amended to allow for a flow of information on adverse market situations to the exchanges on a routine basis. The Commission's rule enforcement review program needs strengthening. The agency needs to: (1) make its criteria for contract approval more explicit and meaningful; (2) make contract approvals contingent on adequate rule enforcement; (3) assess a one-time fee to defray the appropriate costs of contract approval; (4) improve its registration program; (5) simplify the reparations program's rules and procedures. A considerable burden can be shifted from the reparations program by removing certain limitations to increased use of arbitration. The Commission needs to improve its use of automatic data processing (ADP) in tracking and analyzing the futures positions of large

traders and to identify possible situations which affect market integrity. Once these improvements have been made, the Commission should use ADP in conducting market surveillance, managing the reparations program, and general operations.

117715

[Protest of NASA Contract Award]. B-206349. March 8, 1982. 2 pp.
Decision re: CMI Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: CMI Corp.; National Aeronautics and Space Administration; International Business Machines Corp.

Authority: 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.1(a). 59 Comp. Gen. 658. B-202703 (1981). B-197776 (1980). B-201664 (1981).

Abstract: A firm protested the National Aeronautics and Space Administration's (NASA) use of an all-or-none method of award, expressly set forth in the Commerce Business Daily (CBD). The protester submitted a timely bid but did not offer every item NASA required. The protester contended that NASA could have purchased most of the equipment from it at a substantial cost savings and that NASA should have solicited separately those items for which competition could be obtained. Bid protest procedures require that protests based on alleged solicitation improprieties which are apparent before bid opening must be filed before that date. GAO has held that publication in the CBD constitutes constructive notice of the solicitation and its contents. The protester did not file its protest with GAO until after bid opening. Accordingly, the protest was dismissed as untimely.

117725

Analysis of Four States' Administration of the AFDC Program: Management Improving but More Needs To Be Done. HRD-82-20; B-197953. February 22, 1982. 60 pp. plus 6 appendices (23 pp.).
Report to Rep. Charles B. Rangel, Chairman, House Committee on Ways and Means; Oversight Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Income Security and Social Services: Efficient Administration and Quality of Service of Needs-Based Cash Assistance Programs (1332).

Contact: Human Resources Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Department of Health and Human Services; California; Illinois; Massachusetts; New York.

Congressional Relevance: House Committee on Ways and Means; Oversight Subcommittee; House Committee on Ways and Means; Public Assistance and Unemployment Compensation Subcommittee; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Finance: Social Security and Income Maintenance Programs Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Rep. Charles B. Rangel.

Authority: Social Security Act. Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35).

Abstract: GAO was asked to evaluate the Aid to Families With Dependent Children (AFDC) program management in California, Illinois, Massachusetts, and New York in terms of differences in management practices, agency organization, and employee accountability as they related to administrative costs and the level of erroneous payments. **Findings/Conclusions:** Each State is required to have an AFDC operational plan which is deemed to be proper and efficient by the Department of Health and Human Services (HHS). However, HHS officials have defined their management role as an advisor to the States and have not asked State and local managers to

develop any cost performance data by which they and the States can measure the cost effectiveness of program operations. This approach has been ineffective. HHS cannot evaluate the cost effectiveness of State operations, and State and local managers have only limited data to establish budgetary and performance goals, maximize their use of resources, and measure the cost effectiveness of day-to-day operations. California implemented a comprehensive management system that generated administrative cost savings of \$18.8 million in its first year of operation. AFDC management has been improving; however, in one or more States, further attention needs to be paid to administrative problems which contribute to high error rates and erroneous payments. HHS and the States are currently working to implement AFDC program changes mandated by the Omnibus Budget Reconciliation Act. In addition, the President has announced his intention to turn the AFDC program over to the States, a transfer which would demand a high degree of HHS-State cooperation. Under the circumstances, altering the Federal-State relationship might not be appropriate at this time.

Recommendation To Agencies: The Secretary, HHS, should issue regulations which would require all States participating in the AFDC program to have in their respective plans systems to enable: (1) accurate and timely verification of a client's eligibility; (2) tracking of client status on a continuing basis; (3) proper control of client documentation; (4) workers to be held accountable for the quality of their work; and (5) placement of qualified people in income maintenance positions. The Secretary, HHS, should require that all State plans contain statewide income maintenance worker goals of administrative efficiency. These goals should be based on appropriate work measurement and operational analysis of specific work processes. HHS should begin working with the States to develop these performance goals and administrative budgets based on them to assist AFDC managers to increase worker productivity and improve cost control. The Secretary, HHS, should work in the interim, within his current capacity, with Illinois to: (1) have sufficient staff to cover its entire caseload; and (2) properly implement the controls in its centralized filing system to determine whether the system can be effective as designed. If the centralized system is found to be ineffective, HHS should work with Illinois to pilot test a decentralized filing system to determine a better way of controlling client documentation. HHS should work with Illinois and New York to improve their personnel systems to more fully develop a cadre of qualified personnel. The Secretary, HHS, should work in the interim, within his current capacity, with Massachusetts to: (1) expand the prescreener concept to all district offices; (2) improve the accuracy and quality of reports generated from the redetermination control system; (3) hold workers accountable for following the priorities established by the system; (4) justify the cost effectiveness of doing home visits in the income maintenance process; (5) continue its efforts to place greater emphasis on the quality of the work produced by its income maintenance staff; and (6) implement a planned system by which it can hold its workers accountable for quality.

117728

[Army's Remotely Piloted Vehicle Shows Good Potential but Faces a Lengthy Development Program]. C-MASAD-82-8; B-205804. February 26, 1982. 3 pp.
Report to House Committee on Armed Services; by Charles A. Bowsher, Comptroller General.
This is an unclassified digest of a classified report.

Issue Area: Procurement of Major Systems: Steps to Achieve the Proper Balance Between Development and Acquisition Costs, Design According to Cost Constraints, and Ownership Costs (3012).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Army.

ADP Bibliography

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: GAO evaluated the Army's prospects for successfully deploying the Remotely Piloted Vehicle (RPV) system in light of important upcoming program decisions. RPV is designed to acquire targets for artillery, to designate targets for precision-guided munitions and reconnaissance, and to extend the attack capability of division commanders beyond the forward edge of the battle area where ground-based systems cannot see and where the risk to piloted observation aircraft is high. **Findings/Conclusions:** RPV promises to significantly enhance the Army's combat capability. However, the development of RPV has been slowed by technical problems and funding uncertainties created by the competing demands of Army programs. Technical problems with two key subsystems, the data link and the mission payload, have slowed the development of RPV. In order to minimize the effects of these difficulties, the Army has developed two additional data links, one for interim use during testing and the other as a possible alternate, although the alternate data link is not as capable as the original. Development of the mission payload subsystem has been hindered by difficulty in designing the software and problems with a key component. Despite these difficulties, RPV shows potential for good survivability, and planned system improvements promise to overcome some battlefield conditions that threaten to lower the system's effectiveness. The success of RPV depends largely on the progress achieved in miniaturizing the data link. However, the entire system requires considerable development and testing. If the research and development problems are deemed solvable, RPV will need a commitment to funding support so that its full potential can be realized. **Recommendation To Agencies:** The Secretary of Defense should direct the Army to determine whether the Remotely Piloted Vehicle program's progress is such that it should command sustained funding levels that would permit achieving its initial operational capability on schedule. The Secretary of Defense should give consideration to discontinuing the program or reorienting it to a low-level research and development program if RPV progress is such that it does not command high sustained funding. The Secretary of Defense should direct the Army to ensure that the testing program is structured so that operational tests demonstrate both individual subsystem and total integrated weapon system performance. The Secretary of Defense should direct the Army to budget for and pursue the development of system enhancements, if progress is adequate, to overcome some of the potential operational limitations of the system.

117733

The Kansas City Regional Office: At the Crossroads of Our Nation. 1982. 9 pp.
by Marge Ellis, GAO Field Operations Division: Regional Office (Kansas City).
In The GAO Review, Vol. 17, Issue 1, Winter 1982, pp. 13-21.

Contact: Field Operations Division: Regional Office (Kansas City).
Organization Concerned: Field Operations Division: Regional Office (Kansas City).

Abstract: As part of a series of articles on GAO regional operations, activities at the GAO Kansas City Regional Office were reviewed. The Kansas City Regional Office conducts its work in areas which primarily include: agriculture; communications; logistics management, procurement, and readiness; personnel management; tax administration; and energy.

117735

Auditing by Wire: Shocking Results. 1982. 4 pp.

by Thomas E. Slomba, Research Psychologist, GAO Institute for Program Evaluation; and Mark E. Gebicke, Senior Evaluator, GAO General Government Division.

In The GAO Review, Vol. 17, Issue 1, Winter 1982, pp. 28-31.

Contact: General Government Division; Institute for Program Evaluation.

Abstract: According to an article in The GAO Review, for the past several years, Western Union mailgrams have played an important role in the GAO mailed questionnaire surveys. The mailgram has proven to be an effective final followup reminder to return the surveys and, used in this way, it often makes the difference between a fair response rate and a good response rate.

117740

The Need for a Better Trained EDP Auditor. 1982. 3 pp.

by Frederick Gallegos, Supervisory Management Analyst, GAO Field Operations Division: Regional Office (Los Angeles).

In The GAO Review, Vol. 17, Issue 1, Winter 1982, pp. 49-51.

Contact: Field Operations Division: Regional Office (Los Angeles).

Authority: Foreign Corrupt Practices Act of 1977. Privacy Act of 1974.

Abstract: The demand for electronic data processing auditors is discussed in this article as well as the skills needed in training a capable information systems auditor.

117741

Governmental Audit Standards: Effect on Evidence Collection and Analysis. 1982. 5 pp.

by William P. Johnston, Jr., Group Director, GAO Institute for Program Evaluation.

In The GAO Review, Vol. 17, Issue 1, Winter 1982, pp. 52-56.

Contact: Institute for Program Evaluation.

Abstract: A review of the recently issued, "Standards For Audit of Governmental Organizations, Programs, Activities and Functions" is presented. The audit standards publications' purpose is to increase both the scope and quality of audits of Government programs. The article discusses the importance of the relationship between achieving a quality audit and applying appropriate sampling techniques and stresses that the failure to use the proper analytic technique can jeopardize compliance with the evidence standards.

117749

[Protest Against Solicitation Specifications]. B-205458. March 9, 1982. 4 pp.

Decision re: Interscience Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Interscience Systems, Inc.; Small Business Administration.

Authority: 41 C.F.R. 1-3.101(d). 55 Comp. Gen. 1362. 32 Comp. Gen. 384. 54 Comp. Gen. 1114. 57 Comp. Gen. 615. B-180586 (1975). B-185582 (1977). B-190203 (1978). B-188990 (1977). B-201890 (1981).

Abstract: A firm protested against the provisions of a request for proposals (RFP) issued by the Small Business Administration (SBA) for certain tape and disk equipment. The RFP required a single vendor to provide both the tape and disk equipment. The protester, which could provide only tape equipment, contended that SBA failed to maximize competition because vendors like itself that could only provide tape equipment were excluded from the competition. It suggested that SBA procure the tape and disk equipment separately to maximize competition and to reduce the total cost to the Government. The RFP also required the vendor to

provide onsite maintenance to ensure system operability since SBA contended that this supports the single-vendor concept because it has space available for only one vendor. The protester contended that SBA could save money by specifying on-call maintenance, that on-call maintenance is a customary practice throughout the Federal Government, and that onsite maintenance was not necessary. Although GAO requires agencies to state specifications in terms that will permit the broadest field of competition within the minimum needs required, it held that the procuring officials made their determination with a reasonable basis and it does not question such determinations. SBA adequately showed a minimal need for onsite maintenance. GAO concluded that, absent a clear showing that onsite maintenance was in excess of SBA minimal needs and since SBA obtained adequate competition, the requirements were not unduly restrictive of competition. Accordingly, the protest was denied.

117762

[Protest Against Procurement Procedures]. B-204672. March 9, 1982. 31 pp.

Decision re: International Business Machines Corp.; System Development Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Air Force; General Services Administration; Control Data Corp.; System Development Corp.; International Business Machines Corp.

Authority: Automatic Data Processing Equipment Act (40 U.S.C. 759). Antideficiency Act (31 U.S.C. 665). 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.2(b)(2). 47 Comp. Gen. 275. 51 Comp. Gen. 621. 55 Comp. Gen. 60. 55 Comp. Gen. 244. 56 Comp. Gen. 142. 56 Comp. Gen. 712. 56 Comp. Gen. 958. 57 Comp. Gen. 89. 57 Comp. Gen. 109. F.P.R. 1-4.11. F.P.R. 1-4.1102-14. F.P.R. 1-4.1103(b). F.P.R. 1-4.1108-4. System Development Corp. vs. Orr, Civ. Act. No. 81-2630 (D.D.C. 1981). Fed. Property Management Reg. 101-35.2. Fed. Property Management Reg. 101-35.206(c). Fed. Property Management Reg. 101-35.206(d). D.A.R. 3-805.3(c). B-190730 (1978). B-180844 (1974). B-184655 (1975). B-197896.2 (1980). B-193861 (1979). B-193565 (1979). B-194924 (1979). B-180341 (1974). B-197448 (1980). B-190983 (1979). B-196721 (1980). B-199918.2 (1981).

Abstract: Two firms jointly protested the award of a contract under an Air Force solicitation for automatic data processing equipment and system software. One protester filed suit against the Air Force in a court of competent jurisdiction and filed an untimely protest with GAO. A number of allegations were raised, and the court requested a GAO decision; therefore, as a matter of policy, untimely protest issues were considered on the merits. GAO held that: (1) the contracting agency properly evaluated the proposal without considering software conversion cost or discounting price to present values; (2) where contrary assertions by protesters and agency regarding the charge that the contracting officer misled the protester as to evaluation of software license fees constitute the only evidence, the protesters have not met the burden of affirmatively proving their case; (3) the agency properly considered software license fees, because the protester's proposal required the agency to pay these fees even if it did not use software maintenance services; (4) the technical evaluations were conducted in strict conformity with the solicitation's stated evaluation criteria, and GAO found no merit to the protest against the agency's determination that the technical proposals were equal; (5) the request for a second round of best and final offers did not constitute a prohibited auction technique; (6) the allegation that the second round of best and final offers resulted in technical leveling whereby the awardee's technically deficient proposal was brought up to the level of the protester's proposal is without merit; (7) the allegation that the awardee was not required to pass necessary benchmark tests was

without merit; (8) the protest that the agency should not have evaluated the purchase option was untimely; (9) the agency properly considered the awardee's offered purchase option discount where the amendment to the solicitation clearly indicated that the purchase option would be evaluated; and (10) the allegation that the contracting agency improperly changed evaluation criteria after receiving the delegation of procurement authority for acquisition of a computer system is denied. Accordingly, the protest was denied.

117764

Illegal and Unauthorized Activities on Public Lands--A Problem With Serious Implications. CED-82-48; B-203050. March 10, 1982. 12 pp. plus 4 appendices (22 pp.).

Report to James G. Watt, Secretary, Department of the Interior; John R. Block, Secretary, Department of Agriculture; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Refer to GGD-77-28, June 21, 1977, Accession Number 102551.

Issue Area: Law Enforcement and Crime Prevention: Non-Line-of-Effort Assignments (0551); Land Use Planning and Control: Effectiveness of Federal Efforts To Meet the Outdoor Recreation Needs of Americans (2315).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Recreational Resources (303.0).

Organization Concerned: Department of Agriculture; Department of the Interior; Bureau of Land Management; Forest Service; National Park Service.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Interior Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Interior Subcommittee.

Authority: Executive Order 12003. Dep't of the Interior Manual part 446. Dep't of the Interior Order 3307

Abstract: GAO reviewed the Federal role in providing outdoor recreation in California and Oregon. **Findings/Conclusions:** GAO noted that field officials at selected locations of the Bureau of Land Management (BLM) and the Forest Service are not always effectively enforcing laws relating to illegal and unauthorized activities on public lands. Although the magnitude and seriousness of crimes such as burglary and larceny, marijuana cultivation, timber thefts, and trespassing are not fully known, available evidence indicates that such activities are widespread and increasing on BLM and Forest Service lands. Field officials of the National Park Service are doing a better job of enforcing laws and regulations; nevertheless, there is currently an increase in crimes against people and their property. In each of the three agencies, management constraints such as travel, vehicle, and duty restrictions limit efficient and effective law enforcement activities. Limited agency resources and the remoteness of the land contribute to the rise of illegal and unauthorized activities. However, the agencies' top management did not believe that a serious problem existed. This was due, in part, to a lack of information on these kinds of activities on the public lands managed by the agencies nationwide. The Department of the Interior has not developed an effective, uniform, and timely management information system as GAO previously recommended. The information system of the Forest Service is new, thus statistics are not yet available for the entire nation. **Recommendation To Agencies:** The Secretaries of the Interior and Agriculture should direct the heads of the land management agencies to establish and effectively implement law enforcement information systems that provide management with essential and reliable reporting information on the seriousness and extent of crime on public lands. Such systems are vital to supervising and controlling law enforcement efforts. The Secretaries of the Interior and Agriculture should direct the heads of the land management agencies to remove manpower, resource, and policy constraints which impede efficient and effective

law enforcement efforts, to the extent feasible, by giving emphasis and support to prevention activities, including preventive patrolling, making vehicles available when needed, and assuring adequate coverage of law enforcement personnel through improved duty assignment planning. The Secretaries of the Interior and Agriculture should direct the heads of the land management agencies to increase the level of law enforcement effort devoted to preventing and controlling the illegal and unauthorized activities which GAO identified. This action should instruct the field staffs to: (1) meet their obligations and responsibilities for dealing with these activities; and (2) foster mutual aid and cooperation with other law enforcement entities. The Secretaries of the Interior and Agriculture should direct the heads of the land management agencies to give increased emphasis to using the agencies' law enforcement powers and carrying out their responsibilities whenever unauthorized activities affect resource management and use. Where necessary, existing regulations should be revised to deal specifically with the problems of crimes against persons and property, marijuana cultivation, timber theft, and trespassing. Also, the roles of land managers in enforcing such regulations should be clarified.

117780

Navy's F/A-18 Expected To Be an Effective Performer but Problems Still Face the Program. MASAD-82-20; B-196883. February 26, 1982. 29 pp. plus 1 appendix (1 p.).

Report to Congress; by Charles A. Bowsler, Comptroller General.

Issue Area: Procurement of Major Systems: Satisfying Mission Needs Through Acquired Systems (3003).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Navy.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Congress.

Abstract: The F/A-18 naval strike fighter development is near completion and GAO provided Congress with a status report. **Findings/Conclusions:** Development flight testing shows that the F/A-18 will meet most of the design performance goals, and it is expected to effectively perform its fighter and light attack missions. Several logistics support issues gained importance during the F/A-18 program's transition from development to production and deployment. These issues include delay in developing pilot trainers, including their lack of essential equipment for operational units, and inadequate spares support. F/A-18 cost increases continue as a major program issue. GAO anticipates additional program cost growth resulting from underestimated escalation and prime and subcontractor cost increases. While the Navy projected major cost reductions in several areas, significant hard savings have not yet been realized. **Recommendation To Agencies:** The Secretary of Defense should direct the Navy to preclude future reductions in F/A-18 operational readiness due to delayed automatic test equipment. The Navy should (1) evaluate the cost of additional spares to offset the lack of test capability; (2) select the most cost-effective alternative; and (3) budget to adequately support the selected course of action. The Secretary of Defense should direct the Navy to incorporate both air-to-ground and electronic counter-countermeasures capability into the operation flight trainer as part of its current development. The Secretary of Defense should direct the Navy to allocate aircraft hardware between production and trainer development and ensure transfer of flight control system data to permit timely trainer development. The Secretary of Defense should direct the Navy to implement competitive procurement of test program sets for an estimated savings of \$70 million and explore other situations where competition could be used. The Secretary of Defense should direct the Navy to delete, to the extent

possible, mission-essential equipment from training aircraft, thereby saving substantial procurement, as well as maintenance cost. The Secretary of Defense should direct the Navy to determine the value to be derived from the Board of Inspection and Survey Trials. Unnecessary redundancy between the trials and testing already accomplished should be eliminated. The Secretary of Defense should direct the Navy to accelerate implementation of the Navy proposed cost reduction initiatives estimated to save \$1.2 to \$4.6 billion.

117804

[The Requirements Determination Process Can Be Improved at NASA's Langley Research Center]. PLRD-82-56. March 15, 1982. 2 pp. plus 4 enclosures (11 pp.).

Report to Donald P. Hearth, Director, National Aeronautics and Space Administration: Langley Research Center, Hampton, VA; by Henry W. Connor, Senior Associate Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Procurement of Major Systems: The Extent to Which Systems Currently Being Acquired Satisfy Agencies' Approved Program Performance Thresholds (3011).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: National Aeronautics and Space Administration: Langley Research Center, Hampton, VA.

Abstract: GAO completed a review of the requirements determination process for stores stocks at the Langley Research Center.

Findings/Conclusions: Langley manages a stores stock inventory of about 8,000 items, with an inventory value of about \$2.6 million. Stores stock items consist of general support type items of an expendable nature. Thus, Langley uses an ordering method designed to optimize the tradeoffs between the cost of carrying on-hand stock and the cost of repetitive procurement. Improper decisions concerning when and how much to buy result in unnecessary inventory management costs and cause the inventory management activity to maintain and store either too much or too little stock. In either case, resources are not used prudently, and the benefits of optimum stock levels are lost.

117850

[Senate Bill 2198, Taxpayer Compliance Improvement Act of 1982]. March 22, 1982. 20 pp. plus 5 attachments (7 pp.).

Testimony before the Senate Committee on Finance: Oversight of the Internal Revenue Service Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Contact: General Government Division.

Organization Concerned: Internal Revenue Service.

Congressional Relevance: Senate Committee on Finance: Oversight of the Internal Revenue Service Subcommittee.

Authority: S. 2198 (97th Cong.).

Abstract: GAO discussed the problem of the income tax compliance gap and the need for Senate Bill 2198, the Taxpayer Compliance Improvement Act of 1982. This bill seeks to reduce the shortfall in Federal tax revenues by focusing on noncompliance attributable to some types of unreported income, the most serious IRS compliance problem. IRS must strive to achieve the highest possible degree of voluntary compliance with the tax laws. The bill should help IRS reduce the compliance gap by improving information reporting and providing for comprehensive revision of the penalty and interest requirements. The sponsors of the bill also recognize the need to increase the level of IRS resources. The proposed legislation calls for information reporting on: (1) interest payments on Federal debt and bearer obligations; (2) charged tips; (3) transactions involving capital gains on securities and commodities; and (4) State tax refunds. The bill seeks to improve information reporting through

specific measures designed to better insure that IRS can use all of the information documents it gets. The penalty provision is important. IRS cannot compare or match information documents to tax returns without the identification number, and it is costly for IRS to research its own records or to contact payers to get missing numbers. Increasing and assessing the penalty for submitting documents without the identification number would help take care of that problem and serve as a greater deterrent. In addition to the need for measures to improve the completeness of information reported, GAO agrees that measures are needed to protect against nonreporters. GAO believes that the bill is a step in the right direction and, together with additional resources, should facilitate IRS enforcement of the tax laws.

117853

[Protest Involving Size and Composition of Benchmark Test]. B-204225. March 17, 1982. 9 pp.

Decision re: Westinghouse Information Service; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Westinghouse Information Service; General Services Administration: Office of Finance.

Authority: 41 C.F.R. 1-4.1109-13. 60 Comp. Gen. 113. B-190822 (1978).

Abstract: A firm protested a General Services Administration (GSA) solicitation for teleprocessing services, contending that the benchmark testing requirement was unnecessarily large and complex and as a result, unduly restricted competition. The protester complained of the timing and documentation of the benchmark. GSA admitted that the benchmark requirement was large and complicated but contended that it could not be smaller and simpler and still be useful in assessing offerors' abilities to perform. Further, GSA stated that the benchmark was properly documented and that the material was available in a timely manner. Finally, GSA asserted that the aspects of the procurement which were unsatisfactory to the protester were mandated by an urgent timeframe imposed by circumstances beyond the control of GSA. GAO has always held that the establishment of qualification and testing procedures is a matter within the technical expertise of the cognizant procuring activity, and GAO will not question the use of such procedures unless they are without a reasonable basis. GAO determined that the GSA actions were reasonable. Regarding the documentation made available to offerors, the protester did not specify what documentation necessary to run the benchmark was unavailable. Accordingly, the protest was denied.

117870

Better Management Would Improve the Effectiveness of the District of Columbia's ADP Resources. GGD-82-47; B-200196. March 12, 1982. 26 pp. plus 2 appendices (4 pp.).

Report to Marion S. Barry, Jr., Mayor, District of Columbia; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Automatic Data Processing: Use of Computer Systems for Agency Mission Requirements and Support Functions (0108).

Contact: General Government Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: District of Columbia; District of Columbia: D.C. General Hospital; University of the District of Columbia, Washington, DC; District of Columbia: Office of the Inspector General.

Congressional Relevance: House Committee on District of Columbia; House Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on Appropriations: District of

Columbia Subcommittee; *Senate Committee on Governmental Affairs.*

Authority: Self-Government and Governmental Reorganization Act (District of Columbia) (P.L. 93-198; 87 Stat. 774). B-192623 (1978).

Abstract: GAO reviewed the problems which the District of Columbia is experiencing in managing and using its automatic data processing (ADP) resources. **Findings/Conclusions:** The cost of programs managed or controlled with information maintained by computers is a significant portion of the District's operating budget. However, inadequate management practices have reduced the effectiveness of this support, affected agency and ADP operations, adversely affected service to the public, and resulted in wasted city funds. The District has not established formal policies, standards, or procedures for long-range planning, software development and maintenance, contracting for software development, or computer performance evaluation. The District has been steadily losing experienced ADP personnel and has found it hard to attract qualified replacements. Lifting a residency requirement for employees and recruiting efforts have helped, but the District still needs career development and training programs to attract and retain staff and attain high quality operations. The District's Office of the Inspector General has not evaluated the economy, efficiency, and effectiveness of the many ADP systems and computer centers which support District programs and services to the public. Such evaluations are essential to ensure that ADP resources are properly acquired, managed and used, that software systems are accurate and reliable, and that adequate support is provided to District agencies. The District has initiated action to begin correcting these problems; however, it needs to do more to develop its management organization and processes to solve its ADP problems. **Recommendation To Agencies:** The Mayor of the District of Columbia should direct the Inspector General to periodically evaluate the economy, efficiency, and effectiveness of the city's ADP operations, computer centers, and automated systems. The Mayor of the District of Columbia should direct the Inspector General to provide sufficient training to staff to ensure they have the knowledge and skills needed to evaluate ADP operations. The University of the District of Columbia should, as appropriate with its status as an independent agency: (1) establish career development programs that will identify careers, positions, salaries, specific knowledge, skills, and abilities needed at each stage of the career ladder, alternative career paths for each type of employee, and the knowledge, skills, and experience required for advancement; (2) establish training policies and programs for the various career paths to ensure an adequate supply of properly trained employees and to enhance its recruiting position; and (3) regularly prepare training plans and budgets for training consistent with current and future operational needs. The Mayor of the District of Columbia should direct the City Administrator to require District agencies to regularly prepare training plans and budgets for training consistent with current and future operational needs. The Mayor of the District of Columbia should direct the City Administrator to establish training policies and programs for the various career paths to ensure an adequate supply of properly trained employees and to enhance the District's recruiting position. The Mayor of the District of Columbia should direct the City Administrator to establish career development programs that will identify careers, positions, and salaries; specific knowledge, skills, and abilities needed at each stage of the career ladder; alternative career paths for each type of employee; and the knowledge, skills, and experience required for advancement. The University of the District of Columbia should, as appropriate with its status as an independent agency: (1) establish a comprehensive management process and related policies, standards, and procedures for software development, software maintenance, and computer performance management; (2) establish policies, standards, and procedures for software development contracting which incorporate the methodology and standards in its software development policies, standards, and procedures; and (3) implement these policies, standards,

and procedures. The Mayor of the District of Columbia should direct the City Administrator to require District agencies which use ADP resources to implement these policies, standards, and procedures. The Mayor of the District of Columbia should direct the City Administrator to establish policies, standards, and procedures for software development contracting which incorporate the methodology and standards in the city's software development policies, standards, and procedures. The Mayor of the District of Columbia should direct the City Administrator to establish a comprehensive management process and related policies, standards, and procedures for software development, software maintenance, and computer performance management. The University of the District of Columbia should, as appropriate with its status as an independent agency: (1) establish a coordinated ADP planning process; (2) prepare and submit long-range plans; (3) and prepare a long-range ADP plan. These plans should be updated annually and should include information and ADP needs, proposed software system projects, costs and benefits, priorities, workloads, and equipment and personnel required to support the workloads. D.C. General Hospital should, as appropriate with its status as an independent agency: (1) establish a coordinated ADP planning process; (2) prepare and submit long-range plans; (3) and prepare a long-range ADP plan. These plans should be updated annually and should include information and ADP needs, proposed software system projects, costs and benefits, priorities, workloads, and equipment and personnel required to support the workloads. The Mayor of the District of Columbia should direct the City Administrator to update the long-range plans for each agency and for the District government at least annually. The plans should include agencies' information and ADP needs, proposed software systems projects, costs and benefits, priorities, workloads, and equipment and personnel required to support the workloads. The Mayor of the District of Columbia should direct the City Administrator to prepare a long-range ADP plan for the District government. The Mayor of the District of Columbia should direct the City Administrator to require District agencies that use ADP resources to prepare and submit long-range plans. The Mayor of the District of Columbia should direct the City Administrator to establish a coordinated ADP planning process for the city government.

117871

[*Expedited Service in the Food Stamp Program*]. CED-82-59; B-206711. March 15, 1982. Released March 23, 1982. 13 pp. Report to Sen. Jesse A. Helms, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Improvements in the Operational Efficiency and Effectiveness of the Food Stamp Program (1744).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Department of Agriculture.

Congressional Relevance: *Senate Committee on Agriculture, Nutrition, and Forestry; Sen. Jesse A. Helms.*

Authority: Food Stamp Act of 1977.

Abstract: GAO was asked to examine the use of expedited service in the Food Stamp Program, including: (1) the extent to which expedited service is used; (2) the extent of the service's susceptibility to abuse; (3) the impact that the service has on administrative case workloads; and (4) suggestions for improving or eliminating the service. **Findings/Conclusions:** The expedited service provision requires processing of new food stamp applications and the issuing of benefits in 3 working days. In general, households considered destitute or with no monthly income are eligible for expedited services. The verification of household circumstances, except for identity or residency, may be postponed. The number of households applying for food stamps under expedited service varied greatly.

The error rate for expedited cases generally was lower than the rate for food stamp cases overall; however, because of the limited number of expedited cases in the review and the impact of incomplete case reviews, the error rate data may not be accurate. The higher error rate for the overall caseload may be explained partly by the fact that some kinds of errors are unlikely in the expedited caseload. For example, agency errors account for about one-third of the dollars issued erroneously in regular cases, but are rare in expedited cases. Further, although some expedited service cases contained overissuance errors, they had no impact on case error rates. Another factor was that not all quality control cases selected for review were actually reviewed. State officials said that the handling of expedited cases disrupted the daily food stamp work schedule, and officials in States with computer mail issuance reported similar problems. Officials in some of the States visited favored changes to the expedited procedures, such as longer application periods and a liquid resource test, but had mixed feelings about a gross income for clients.

117876

[Duplicate Programs To Identify Minority Businesses]. PLRD-82-58; B-206599. March 23, 1982. 3 pp.

Report to David A. Stockman, Director, Office of Management and Budget; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Effectiveness of Socio-Economic Goals in the Procurement Process (1937).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Procurement - Other Than Defense (990.4).

Organization Concerned: Office of Management and Budget.

Congressional Relevance: House Committee on Small Business; House Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Select Committee on Small Business; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee.

Authority: Reports Act. Paperwork Reduction Act of 1980.

Abstract: Federal agency activities designed to promote Government contracting with socially and economically disadvantaged businesses have, in some cases, resulted in duplicative efforts.

Findings/Conclusions: GAO reviewed programs in six agencies and found that duplication existed among three of them, including the: (1) Small Business Administration (SBA); (2) Minority Business Development Agency (MBDA); and (3) Department of Defense (DOD). However, because GAO surveyed only six Government agencies, the potential exists that similar activities are occurring in other agencies. **Recommendation To Agencies:** The Director of the Office of Management and Budget should survey all executive branch agencies to determine if similar activities are occurring, and if so, take appropriate action to eliminate duplication. The Director of the Office of Management and Budget should direct his staff to meet with SBA, MBDA, and DOD officials to clarify authority to collect and maintain data on socially and economically disadvantaged businesses.

117900

[Protest Alleging Improper Contract Award]. B-202813. March 22, 1982. 8 pp.

Decision re: Sperry Rand Corp.: Sperry Univac; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Sperry Rand Corp.: Sperry Univac; Social Security Administration; Paradyne Corp.

Authority: 55 Comp. Gen. 636. F.P.R. 1-3.805-1(a). B-182104 (1974). B-196722 (1981).

Abstract: A firm protested the award of a Social Security

Administration (SSA) contract for telecommunications equipment. The protester contended that it was entitled to the award because its proposal was low under the amended evaluation criteria contained in the solicitation. The protester maintained that the award was improperly made to the awardee after SSA abandoned the stated criteria and employed different criteria to evaluate the protester's proposal. The record showed that SSA had: (1) difficulty evaluating the protester's pricing plan; (2) concluded that the protester's proposal was ambiguous in several areas; and (3) concluded that the protester's proposal violated the solicitation provisions requiring fixed prices and prohibiting separate charges for failure to exercise options contained in the solicitation. GAO held that the contracting officer properly rejected the protester's best and final offer, because the offer did not conform to the maintenance pricing structure mandated by the solicitation. Accordingly, the protest was denied.

117914

Building Energy Analysis Computer Programs Developed by Federal Agencies--Cost, Use, and Need. PLRD-82-47; B-206468. March 22, 1982. 15 pp. plus 9 appendices (12 pp.).

Report to Rep. Gerry E. Studds; Sen. Paul E. Tsongas; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Automatic Data Processing: Improving How Agencies Satisfy Their Software Requirements (0116); Facilities and Material Management: Pertinence of New Concepts and Techniques to the Design and Construction of Buildings Being Applied in the Acquisition of Federal Buildings (0730); Energy: Adequacy of Government Developing Plans and Carrying Out Programs for Energy Conservation (1618).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Energy: Energy Conservation (272.0).

Organization Concerned: National Bureau of Standards; Department of Energy; National Aeronautics and Space Administration; Department of Defense; United States Postal Service.

Congressional Relevance: House Committee on Energy and Commerce; House Committee on Appropriations: Energy and Water Development Subcommittee; Senate Committee on Energy and Natural Resources; Senate Committee on Appropriations: Energy and Water Development Subcommittee; Rep. Gerry E. Studds; Sen. Paul E. Tsongas.

Authority: Energy Conservation Standards for New Buildings Act of 1976 (P.L. 94-345).

Abstract: GAO was asked to examine: the cost to the Government to develop building energy analysis computer programs; the utilization of these programs; the rationale for selecting a Government-developed program as the Building Energy Performance Standards (BEPS) evaluation technique for calculating energy consumption in buildings; the continuing need for the Government to develop these types of computer programs; and the need for parallel development of energy analysis computer programs by the Department of Energy (DOE) and the Department of Defense (DOD). **Findings/Conclusions:** Federal and private energy analysis computer program development has increased rapidly; seven federally funded programs were identified. DOE has spent, by far, more than any other Federal agency on three versions of its energy analysis program. All seven programs are available to the public, but only two are used with any degree of frequency. The advisability of requiring the use of any particular program on all projects is questionable, because the user should understand how the program functions and how to interpret program data. In proposing an evaluation technique to determine compliance with the BEPS, DOE chose to use a computer program. An issue in the controversy over the BEPS is whether any specific computer program should have been selected. DOE selected its own program over the Army's, even though DOE acknowledged that its program did not fully

meet the selection criteria. DOE selected a program which would be available for public inspection, even though public domain programs have weaknesses; however, much of the criticism aimed at the DOE program probably could have been leveled at any of the programs available then. DOE stated that the development of the DOE program, even though similar to the Army program, was the most appropriate decision. Federal officials in all of the agencies contacted, except DOE, agreed that their efforts were no longer needed in the development of energy analysis computer programs. **Recommendation To Agencies:** The Secretary of Energy should discontinue planned program development efforts to improve energy analysis capabilities of the DOE-2 program.

117917

[The Consolidated Space Operations Center Is Not Supported by Adequate Defense Department Planning]. B-205335. March 22, 1982. 1 p. plus 1 enclosure (20 pp.).

Report to Sen. Harrison H. Schmitt, Chairman, Senate Committee on Commerce, Science and Transportation: Science, Technology, and Space Subcommittee; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division. Refer to MASAD-82-14, January 29, 1982, Accession Number 117451.

Issue Area: Communications: Evaluating NSA's Programs and Activities for Intercepting and Processing Foreign Communications and Protecting U.S. Communications From Exploration (3704).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of the Air Force; General Services Administration; National Aeronautics and Space Administration.

Congressional Relevance: Senate Committee on Commerce, Science and Transportation: Science, Technology, and Space Subcommittee; Sen. Harrison H. Schmitt.

Authority: P.L. 96-226.

Abstract: In response to a congressional request, GAO evaluated the Department of Defense's (DOD) comments on a prior GAO report. The comments were included in the report unevaluated because they were received after the 30-day period allowed for agency response, and the GAO reporting deadline precluded a detailed evaluation of the comments in the report. **Findings/Conclusions:** DOD agreed with the facts which GAO found during its review of the Consolidated Space Operations Center siting decision. However, DOD disagreed with the GAO interpretation of the findings and the recommendations based thereon.

117925

[VA Denver Regional Office Needs an Improved Claims Processing Monitoring System To Speed Up Service to Veterans]. HRD-82-45; B-206580. March 15, 1982. Released March 25, 1982. 12 pp.

Report to Rep. Patricia Schroeder; Sen. Gary W. Hart; by Edward A. Densmore, (for Gregory J. Ahart, Director), GAO Human Resources Division.

Issue Area: Personnel Management and Compensation: Impact of Changes in Labor Management and Programs Designed to Improve Employer/Employee Relationships on Government Performance (0331); Income Security and Social Services: Effective Management of the Post-Entitlement Process (1330).

Contact: Human Resources Division.

Budget Function: Veterans Benefits and Services: Income Security for Veterans (701.0).

Organization Concerned: Veterans Administration: Regional Office, Denver, CO; Federal Labor Relations Authority; Veterans Administration.

Congressional Relevance: House Committee on Veterans' Affairs; House Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Veterans' Affairs; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Rep. Patricia Schroeder; Sen. Gary W. Hart.

Abstract: GAO was requested to review the operations of the Veterans Administration's (VA) Denver Regional Office. The objectives of the review were to: (1) identify where delays were occurring and what improvements were needed to speed up the processing of current VA Denver Regional Office compensation, pension, and education claims; and (2) disclose the extent of labor-management problems experienced in the Denver Regional Office.

Findings/Conclusions: Many of the compensation, pension, and education benefits claims included in GAO samples were not processed in a timely manner by the Denver Regional Office. Because the Denver Regional Office workload measurement systems do not provide sufficient detailed information needed to identify the specific points where problems occur, its management is frequently unable to determine the reasons for the delays and initiate appropriate corrective actions. In addition, schools were frequently late in submitting the enrollment certifications needed to process education claims. Poor relations between labor and management officials in the Denver Regional Office have resulted in a disproportionate volume of charges of unfair labor practices (ULP). During the year ended April 1981, 95 ULP's were filed by the local union. This was the largest number filed in any of the VA stations and accounted for 16 percent of all those filed VA-wide during the period. According to the Denver Regional Office management, union officials request excessive time for union business and file many ULP's which are frivolous and a form of harassment. The local union president said that management does not give adequate recognition to the union as a bargaining agent for the employees and that increased involvement of union officials in decisions affecting working conditions and changes in labor practices would reduce union activity. GAO believes these disagreements between union and management officials could be reduced if contract provisions are made more specific. **Recommendation To Agencies:** The Administrator of Veterans Affairs should instruct the Denver Regional Office to inform schools of the specific timeframe within which enrollment certifications should be submitted and of excessive or persistent delays. The Administrator of Veterans Affairs should instruct the Denver Regional Office to take corrective actions to reduce claims processing timeframes based on the information provided by the improved system. The Administrator of Veterans Affairs should instruct the Denver Regional Office to develop and implement an improved claims processing monitoring system which will provide the information needed to determine where and why claims are delayed.

117945

[General Accounting Office Reviews of the Food Stamp Program]. March 29, 1982. 9 pp.

Testimony before the Senate Committee on Agriculture, Nutrition, and Forestry; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Committee on Agriculture, Nutrition, and Forestry.

Abstract: Quality control data for the 6 months ended March 1981 showed that 10.6 percent of food stamp program benefits were overissuances and 2.6 percent were underissuances. The majority of the overissuances and underissuances of food stamps stemmed from errors in determining correct income, assets, and household size. In most cases, the underlying cause was incorrect data provided by clients or their failure to provide information. The failure of

food stamp offices to obtain sufficient documentation and to make proper use of client-reported data or other available information also contributed to program losses. Regulations now permit States to request more documentation from clients and to perform more verification on household size, liquid resources, shelter costs, utility expenses, and dependent care. The verification process would be more efficient if more extensive use was made of existing quality control data to identify households with greater probability of having errors in their cases. Each State with an error rate of 5 percent or more must have a department-approved plan to reduce errors. Greater use of automated data processing could eliminate errors, facilitate verification, and save time. Making States financially liable for program errors would provide a major incentive for better program administration. If such a proposal is adopted, States must be allowed access to data needed to verify applicants' reported income and assets. The proposal to consolidate administrative funding for the Aid to Families with Dependent Children, Medicaid, and Food Stamp Programs would provide opportunities for savings. Treating persons residing together as a single household for food stamp purposes would greatly simplify the process. Congress might consider creating a standard deduction for shelter costs rather than taking into account many varying household circumstances. Only a small amount of overissuances have been collected. Congress has given the States authority to pursue collection of overissued benefits through an offset provision. These provisions will be implemented in May 1982. The Department of Agriculture needs to correct weaknesses in its Authorization-To-Participate System by requiring the use of identification cards in all locations experiencing significant numbers of duplicate transactions.

117948

[General Accounting Office Reviews of the Food Stamp Program]. March 24, 1982. 9 pp.

Testimony before the House Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Agriculture: Domestic Marketing, Consumer Relations, and Nutrition Subcommittee.

Abstract: Quality control data for the 6 months ended March 1981 showed that 10.6 percent of food stamp program benefits were overissuances and 2.6 percent were underissuances. The majority of the overissuances and underissuances of food stamps stemmed from errors in determining correct income, assets, and household size. In most cases, the underlying cause was incorrect data provided by clients or their failure to provide information. The failure of food stamp offices to obtain sufficient documentation and to make proper use of client-reported data or other available information also contributed to program losses. Regulations now permit States to request more documentation from clients and to perform more verification on household size, liquid resources, shelter costs, utility expenses, and dependent care. The verification process would be more efficient if more extensive use was made of existing quality control data to identify households with greater probability of having errors in their cases. Each State with an error rate of 5 percent or more must have a department-approved plan to reduce errors. Greater use of automated data processing could eliminate errors, facilitate verification, and save time. Making States financially liable for program errors would provide a major incentive for better program administration. If such a proposal is adopted, States must be allowed access to data needed to verify applicants' reported income and assets. The proposal to consolidate administrative funding for the Aid to Families with Dependent Children, Medicaid, and Food Stamp Programs would provide opportunities for

savings. Treating persons residing together as a single household for food stamp purposes would greatly simplify the process. Congress might consider creating a standard deduction for shelter costs rather than taking into account many varying household circumstances. Only a small amount of overissuances have been collected. Congress has given the States authority to pursue collection of overissued benefits through an offset provision. These provisions will be implemented in May 1982. The Department of Agriculture needs to correct weaknesses in its Authorization-To-Participate System by requiring the use of identification cards in all locations experiencing significant numbers of duplicate transactions.

117963

[Comments on Proposed Amendment to Federal Procurement Regulations]. B-205763. March 26, 1982. 2 pp.

Letter to Philip G. Read, Director, General Services Administration: Office of Acquisition Policy: Federal Procurement Regulations Directorate; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: General Services Administration: Office of Acquisition Policy: Federal Procurement Regulations Directorate.

Authority: Freedom of Information Act. F.P.R. 1-9.200. F.P.R. 1-9.206-2. F.P.R. 1-7.203-2. F.P.R. 1-7.205. F.P.R. 1-9.204-8(b).

Abstract: GAO was requested to comment on a proposed amendment to the Federal Procurement Regulations which attempts to establish a uniform civilian agency policy in the area of providing coverage and applicable contract clauses regarding the acquisition of data, rights in data, and copyrights. GAO generally supports this effort, but found that: (1) users of the proposed regulations who procure computer software will be greatly aided if all applicable clauses are specifically identified in the table of contents or if a computer software section is separately provided; (2) the proposed sections do not provide sufficient guidance to contracting officers; (3) the proposed amendments should contain some specific guidance on Government rights to data developed by contractors using independent research and development funds supplied by the Government; and (4) some clarification or explanation of the requirements of the Freedom of Information Act may be needed with respect to data furnished to the Government.

117969

[Social Security's Field Office Management Can Be Improved and Millions Can Be Saved Annually Through Increased Productivity]. HRD-82-47. March 19, 1982. 14 pp. plus 4 appendices (11 pp.).

Report to John A. Svahn, Commissioner, Social Security Administration; by Peter J. McGough, Associate Director, GAO Human Resources Division.

Issue Area: Income Security and Social Services: Program Resource Allocation and Utilization (1310).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Department of Health and Human Services; Social Security Administration.

Congressional Relevance: House Committee on Ways and Means: Social Security Subcommittee; House Committee on Ways and Means; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on the Budget; Senate Committee on Finance: Social Security and Income Maintenance Programs Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Budget.

Authority: Social Security Act. Social Security Amendments of 1980 (P.L. 96-265).

Abstract: GAO reviewed selected Social Security Administration (SSA) field office operations. **Findings/Conclusions:** GAO found that SSA can save millions of dollars annually by improving the management and productivity of its field offices. Gains can be achieved by: (1) establishing field office productivity goals and increasing management focus on potential productivity gains; (2) improving field office management information systems to improve the management and monitoring of goals; (3) improving headquarters communications to field offices, including improving the design and control of forms used by field offices; and (4) increasing automation of field office clerical tasks, program eligibility decisions, and benefit computations. SSA measures three dimensions of field office work: processing time, quality, and productivity. Some of the improvements in processing time and quality are attributable to improved computer support and new techniques. Management interest in productivity would achieve improvements in that area. Field office personnel need simple and clearly written operating instructions. GAO tested the readability of several instructions by applying a fog index which approximates the number of years of education needed to read and understand SSA instructions. To understand the material required at least 15 years of education. However, GAO believes that the continuing problems that SSA has with instructions demonstrates a need for more field testing of and increased controls over the instructions. The lack of data and design standards for SSA forms result in inconsistencies between forms, which hamper productivity and lead to errors. **Recommendation To Agencies:** The Commissioner of SSA should aggressively pursue opportunities to improve field office productivity through increased automation to field office tasks, and achievement of these opportunities should be an integral part of any SSA plan for resolving the current computer system problems. The Commissioner of SSA should establish and enforce standards for common data. Handling common data in a consistent manner may reduce operational complexity, the number of forms currently in use, and the potential for errors. The Commissioner of SSA should establish in the central office a focal point accountable for the quality and utility of instructions and forms, and the focal point should be responsible for assessing the impact of changing instructions and forms on field office operations and personnel and for field testing instructions and forms. The Commissioner of SSA should develop and implement an automated field office workload control and management information system for managing the workload and appraising individual employee performance. The Commissioner of SSA should establish productivity goals for field operations along with accurate and reliable systems to monitor them.

117977

Agency Implementation of Cost Accounting Standards: Generally Good but More Training Needed. PLRD-82-51; B-198620. March 24, 1982. 19 pp. plus 3 appendices (6 pp.).

Report to James M. Beggs, Administrator, National Aeronautics and Space Administration; James B. Edwards, Secretary, Department of Energy; Caspar W. Weinberger, Secretary, Department of Defense; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Prices Negotiated in the Absence of Competition (1922).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of Energy; National Aeronautics and Space Administration.

Congressional Relevance: House Committee on Banking, Finance and Urban Affairs; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Banking,

Housing and Urban Affairs.

Authority: 4 C.F.R. 3. P.L. 91-379. D.A.R. App. O. DOD Instruction 5126.45.

Abstract: GAO examined how certain agencies are implementing cost accounting standards which must be observed in both existing and future negotiated national defense contracts. **Findings/Conclusions:** The Departments of Defense and Energy and the National Aeronautics and Space Administration (NASA) have developed generally adequate internal organizations to implement the standards. In addition, interagency organizations have been established to ensure the necessary cooperation among the agencies in implementing the standards. While new standards are no longer being promulgated, continuing implementation problems require that some organizational structure be retained to resolve these problems, to provide guidance in the area of cost measurement, and to ensure a uniform approach toward the standards and cost measurement in general. Agencies have generally made the standards, rules, and regulations available to their field offices in a timely manner. However, GAO found much duplication in the distribution and reproduction of this material which could be eliminated by using a single page reference to the Code of Federal Regulations to publish the cost accounting standards requirements. Some agencies involved in the procurement process should improve their cost accounting standards training process. This training should be required of all procurement personnel who will be involved with national defense contracts, and advanced training should be made available to personnel designated as experts. The formal recognition of experts and the prescription of appropriate training programs are matters needing further attention. The quality of information in the Federal procurement data bank needs improvement since it contains errors regarding cost accounting standards clauses. **Recommendation To Agencies:** The Secretaries of Defense and Energy and the Administrator of NASA should strengthen their internal controls to increase the accuracy and reliability of contract data recorded on forms currently sent to the Federal Procurement Data Center. The Secretaries of Defense and Energy and the Administrator of NASA should provide advanced training, such as a 2-week training course in cost accounting standards, to administrative contracting officers charged with the responsibility of dealing with cost accounting standards issues. The Secretaries of Defense and Energy and the Administrator of NASA should require cost accounting standards training as part of the entry-level training for all series GS 1102 contract management and procurement personnel who will be involved with national defense contracts. The Secretaries of Defense and Energy and the Administrator of NASA should eliminate appendix O of the Defense Acquisition Regulations or comparable agency procurement regulation appendixes and insert one page citing Title 4, Chapter III of the Code of Federal Regulations as a source of reference for the cost accounting standards. The need to reprint all of the standards in the relevant procurement regulations could thus be avoided.

117982

[Need To Reexamine JTIDS Requirements and Architecture]. MASAD-82-28; B-206851. April 2, 1982. 4 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Communications: Expenditures for Defense C3 Systems Development, Acquisition, and Use (3708).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Telecommunications and Radio Frequency Spectrum Use (Military-Related) (051.4).

Organization Concerned: Department of Defense.

Abstract: GAO reviewed the Department of Defense's Joint Tactical Information Distribution System (JTIDS) class 2 terminal because of the proposed service antijam communications

architectures. **Findings/Conclusions:** GAO found several issues requiring immediate attention: (1) the utility and cost effectiveness of JTIDS class 2 terminals may be questionable since the Air Force and the Navy have continued to reduce their total number of class 2 terminals planned for procurement until only a fraction of U.S. forces will be JTIDS equipped; (2) the use of two different technologies with the associated increased development costs and interoperability problems may not be appropriate; (3) although savings could be realized by provisioning for future JTIDS installation during the production of certain aircraft, no firm plans have been made by the services in this regard; (4) the Air Force has shown a lack of funding commitment for the JTIDS class 2 terminal development; (5) fragmented funding precludes the identification of the total JTIDS program cost; (6) the identification potential of JTIDS may not be exploited to its greatest capability; and (7) JTIDS should be identified as a prime candidate for the application of high-speed, integrated circuit technology. Of importance is the resolution of existing conflicts among the services regarding future jam-resistant voice and data communications. JTIDS and other jam-resistant secure communications systems were being developed to meet purported service-unique requirements. The services must develop an overall antijam voice and data communications architecture for the future.

117994

[Review of the Claims Processing Procedures of the National Flood Insurance Program]. AFMD-82-56; B-203633. March 5, 1982.

Released April 5, 1982. 5 pp. plus 5 enclosures (17 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations: Legislation and National Security Subcommittee; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Refer to AFMD-81-93, September 21, 1981, Accession Number 116398.

Issue Area: Accounting and Financial Reporting: Internal Controls Over Receipts and Disbursements (2810).

Contact: Accounting and Financial Management Division.

Budget Function: Community and Regional Development: Disaster Relief and Insurance (453.0).

Organization Concerned: Federal Emergency Management Agency; Electronic Data Systems Federal Corp.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee; Rep. Jack Brooks.

Abstract: GAO was asked to review the Federal Emergency Management Agency's (FEMA) response to the recommendations in an earlier GAO report on the National Flood Insurance Program (NFIP). GAO also reviewed the adequacy of accounting controls over flood insurance claims processing and examined whether flood insurance policies were in effect when the losses occurred. **Findings/Conclusions:** In general, claims are processed so that their payment and recording is valid and accurate. However, Electronic Data Systems Federal Corporation (EDSF), which administers the NFIP, does not follow control techniques which accurately account for disbursement drafts. Duties for the processing of annual drafts at headquarters and flood disaster sites are not adequately separated, nor are reissued and voided drafts properly accounted for. In addition, EDSF has not been reducing claim losses and liabilities for voided drafts that will never be reissued. EDSF needs to strengthen controls over aspects of its automated claims processing. Policy effective dates were not always adhered to, resulting in questionable insurance claim payments. The number of questionable payments declined somewhat in 1981 after stricter Federal regulations took effect. In response to earlier GAO recommendations, FEMA took the following actions: (1) created an Office of Comptroller and assigned an accountant to correct financial reporting deficiencies; (2) proposed a provision to the EDSF fifth year

contract requiring maintenance of an acceptable accounting system; and (3) assigned a certified public accountant to monitor the NFIP financial activities. In addition, EDSF undertook several projects to improve the NFIP financial reporting, including procurement of an automated general ledger system and reconciliation of disbursement records with bank statements. FEMA needs to respond more fully to GAO recommendations if corrective actions are to be completed for fiscal year 1983.

117996

Improving COBOL Application Can Recover Significant Computer Resources. AFMD-82-4; B-206179. April 1, 1982. 26 pp. plus 4 appendices (43 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: User Requirements and Systems Specifications for Software (0105).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: General Services Administration; Department of Commerce; National Bureau of Standards.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on the Budget; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: State, Justice, Commerce, the Judiciary Subcommittee; Senate Committee on Budget; Congress.

Authority: Automatic Data Processing Equipment Act (P.L. 89-306). Paperwork Reduction Act of 1980 (P.L. 96-511). OMB Circular A-71. FIPS Pub. 21-1.

Abstract: GAO examined: (1) the management implications and economics of reducing the machine resources consumed by Common Business Oriented Language (COBOL) applications in the Federal Government; and (2) the applicability of these findings to different brands of computers. **Findings/Conclusions:** Federal use of computers is extensive, with COBOL being the most widely used computer language. Significant benefits have been achieved at some Federal installations by modifying COBOL applications to reduce the machine resources consumed. Work can be done to reduce the machine costs of COBOL applications on any brand of computer using COBOL. Despite the potential for improvement, some installations have done little or nothing to examine the machine resource consumption of their COBOL applications. Officials indicated that many programmers are ignorant of techniques, receive little formal training, and have little concern for machine costs. Measurement and verification of benefits can be seen in terms of reduced machine resources and expressed in dollar equivalents. A systematic approach will help efforts to improve COBOL applications. Automated tools can be used to reduce the labor costs involved in reducing COBOL machine costs. Other considerations besides machine costs are important in software management and should not be sacrificed. Efforts to reduce machine resource consumption must offset labor and machine costs to be cost effective. Agencies with Government-wide data processing responsibilities should publish guides for reducing machine resources consumed by COBOL, and efforts are needed to raise concern with application costs and to raise programmer efficiency. The potential benefits of reducing consumption by COBOL applications are large. **Recommendation To Agencies:** Heads of Federal agencies should require periodic review of the machine resource consumption of COBOL applications at their installations and, where feasible, require action to reduce the consumption of expensive applications. The Secretary of Commerce should direct the National Bureau of Standards (NBS) to publish guidance on the effective and efficient use of COBOL for applications; guidance should include examples taken from real-life applications. A possible starting point would be to use a table of contents similar to that

of the already published "Using ANSI FORTRAN" and the GAO provisional checklist. The General Services Administration Office of Software Development and Federal Computer Performance Evaluation and Simulation Center could work with NBS in constructing such guidance.

117997

Flaws in Contractor Support for the Department of Labor's Black Lung Program. PLRD-82-43; B-204546. April 2, 1982. 27 pp. plus 2 appendices (15 pp.).

Report to Rep. Paul Simon; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Improved Effectiveness of Procurement Systems in Individual Agencies or Departments (1946).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0); Procurement - Other Than Defense (990.4).

Organization Concerned: Department of Labor; Electronic Data Systems Corp.; Employment Standards Administration.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Rep. Paul Simon.

Authority: Service Contract Act of 1965. Coal Mine Health and Safety Act of 1969 (Federal). F.P.R. 1-3.807.2(a).

Abstract: Pursuant to a congressional request, GAO examined the procurement process of the Department of Labor's contract with Electronic Data Systems Corporation as it pertained to the Black Lung Program and commented on the management of the Program. **Findings/Conclusions:** Although official contract files appear to show competition in Labor's award of the contract to operate a system for paying black lung bills and benefits, GAO uncovered facts and circumstances which indicated that the competition may have lacked substance: the chairman of the technical evaluation panel had a negative predisposition toward one of the prospective contractors; two of the three prospective contractors became one company shortly after the contract award; and, during negotiations, the original request for proposals was amended which resulted in reducing competition by compressing the differences in the proposed prices and giving more importance to technical aspects. Labor engaged in inadequate contract administration practices and procedures. In a few instances, Labor permitted practices that left the Government vulnerable to abuse. GAO observed a number of management problems, such as: a lack of coordination; backlogs of unpaid bills; duplicate payments; and unresolved issues prior to awarding a contract for a new automated payment system. **Recommendation To Agencies:** The Secretary of Labor should clearly define the authority and responsibility of each of the organizations within the Employment Standards Administration that affect the Black Lung Program to provide for a quick resolution of any disputes and to ensure effective coordination. The Secretary of Labor, before a contract for a new automated payment system is awarded, should: (1) develop a clear, concise description of what the contractor will be required to do; (2) purify the Black Lung Program's data base so that the information provided to the contractor is accurate, complete, and current; and (3) establish standards so that the contracting parties have a clear understanding of what levels constitute acceptable performance. The Secretary of Labor should direct the Inspector General to determine if the problems that have occurred on this contract are widespread. If they are, prompt corrective action should be taken to reduce Labor's vulnerability to potential waste and abuse. One course of action that should be considered is the establishment of an organization devoted to contract administration on other than an ad hoc basis.

The Secretary of Labor should institute controls to ensure that: (1) when an offeror increases its cost proposal, the contracting officer determines the reasons for the increase and assures that commensurate value is obtained; (2) any reservations held by Labor officials regarding the responsiveness or qualifications of prospective contractors be resolved in accordance with Federal Procurement Regulations; and (3) contract options, when appropriate, are exercised on time.

118036

[Protest of EPA Subcontract Award]. B-202953. April 6, 1982. 5 pp. plus 1 enclosure (1 p.).

Decision re: National Data Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: National Data Corp.; Fein-Marquart Associates, Inc.; Information Consultants, Inc.; Environmental Protection Agency; National Institutes of Health.

Authority: 47 Comp. Gen. 668. 54 Comp. Gen. 767. 58 Comp. Gen. 218. B-190020 (1978). B-195966.2 (1980). B-200350 (1981).

Abstract: A firm protested a subcontract award by an Environmental Protection Agency (EPA) prime contractor for teleprocessing services. The National Institutes of Health (NIH) had been responsible for obtaining these services, and the protester provided the services under a subcontract with an NIH prime contractor. However, EPA assumed responsibility for the services and directed its prime contractor to select a source for the services. The protester alleged that EPA directed its contractor not to contract with it and that EPA participated in the selection of the awardee without affording the protester an opportunity to compete. GAO considers subcontractor protests when the Government's active or direct participation in the selection of a subcontractor has the effect of rejecting or selecting a potential subcontractor or significantly limiting subcontract sources. Since EPA directed its prime contractor to select a source other than the protester and the Government through a steering committee actually selected the subcontractor, GAO considered the protest on its merits. The contract with the prime contractor expressly required competition for subcontracts to the maximum practicable extent. GAO believed that the instruction of EPA to the prime contractor to select a subcontractor other than the protester did not conform to the Federal norm of maximum practicable competition. The awardee was the only available source other than the protester. GAO believed that the protester should have been afforded the opportunity to compete for the subcontract. Although EPA had an urgent need to obtain the services, that urgency did not justify eliminating the protester from the competition. EPA had a clear indication that the protester was interested in the subcontract and, as the incumbent contractor, the protester could have met the time needs of the procurement. Because the subcontract between the protester and NIH and the subcontract between EPA and the awardee were negotiated by different parties, at different times, and under different ground rules, cost comparisons could not be a factor in this decision. Accordingly, GAO sustained the protest against the sole-source subcontract award. However, no corrective action was recommended since competitive procurement for a new prime contract has already been initiated and will be awarded shortly.

118039

Issues Concerning the Navy's Expendable Reliable Acoustic Path Sonobuoy and Advanced Signal Processor. C-MASAD-82-14; B-205797. February 26, 1982. 4 pp.

Report to House Committee on Armed Services; by Charles A. Bowsher, Comptroller General.

This is an unclassified digest of a classified report.

Issue Area: Procurement of Major Systems: Satisfying Mission Needs Through Acquired Systems (3003).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of the Navy; Department of Defense.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: Sonobuoys are acoustic sensors which, when dropped into the water from aircraft, are designed to detect the presence of submarines. Signal processors on board aircraft and ships analyze sonobuoy data to enhance submarine detection, classification, and localization. GAO presented its views on the major unresolved issues in developing and procuring the expendable reliable acoustic path sonobuoy (ERAPS) and the advanced signal processor.

Findings/Conclusions: The ERAPS development program is encumbered with many costly and complex technical problems. Potential production costs are not known at this time. GAO found that the ERAPS is the most complex in design and operation of the Navy's tactical sonobuoys. Special requirements increase its technical risk. It is not compatible with user aircraft without hardware and software modifications and requires special handling, storage, safety, training, and maintenance procedures. The Navy has not proposed a cost-effect mission for the ERAPS relative to other available sensors or tactics. Depending on the quantities procured, its expense might force the Navy to forego buying other needed sonobuoys. The advanced signal processor production costs are not firm, but could exceed \$1 billion. GAO found that: (1) the Navy could not provide a total cost estimate for the advanced signal processor; (2) operational testing with the larger memory module has not been completed; (3) the full benefits of the processor will not materialize for several years, because the needed computer programs will not be available; (4) the processor could become technologically obsolete due to recent rapid advances in computer processing; and (5) the Navy has no analyses showing that the advanced signal processor is or can be cost effective in comparison to alternatives. Standardization offers advantages such as reduced development, production, and support costs, but may inhibit new, lower cost technology and competition, prohibit tailoring to system requirements, and increase life-cycle costs. **Recommendation To Agencies:** The Secretary of Defense should direct the Navy to provide conclusive evidence to demonstrate that the advanced signal processor is cost effective in comparison to alternatives. The Secretary of Defense should direct the Navy to fully define the total cost to produce, operate, and support the advanced signal processor, including hardware and software acquisition and integration, software maintenance, integrated logistics support, and spares. The Secretary of Defense should direct the Navy to reevaluate and justify the quantity to be acquired and proposed uses for the advanced signal processors currently in the procurement plan. The Secretary of Defense should direct the Navy to provide convincing evidence and a sound justification that the technology is at hand and expendable reliable acoustic path sonobuoys are needed. Otherwise, the program, as presently structured, should be terminated. However, research to advance the technology should continue if DOD deems that it is essential to future antisubmarine warfare capability.

118043

[Teleprocessing Services Contracts for the Support of Army and Navy Recruitment Should Be Recompeted]. AFMD-82-51; B-206386. March 24, 1982. 7 pp. plus 1 enclosure (1 p.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113).

Contact: Accounting and Financial Management Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of the Army; Department of the Navy; General Services Administration; Boeing Computer Services Co.

Congressional Relevance: House Committee on Government Operations; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Rep. Jack Brooks.

Authority: OMB Circular A-121.

Abstract: In response to a congressional request, GAO investigated the conditions that led to the award of teleprocessing services contracts to support the Army and Navy recruiting efforts and determined whether these contracts should be immediately recompeted.

Findings/Conclusions: Both services acquired the teleprocessing services from the same contractor efforts and both are experiencing high cost overruns. The Army's initial cost projection of \$8.5 million for the life of the contract currently projects a cost of about \$120 million, and the Navy's initial cost projection of \$524,000 now projects a cost of about \$13 million. Both services used benchmarks to evaluate the proposals, and neither benchmark adequately represented the actual workload subsequently placed on the system. As a result, the benchmarks were a poor indication of system life costs. Computer resources used by both the services greatly exceeded the amount anticipated. Because the contractor submitted an unbalanced proposal in which commercial rates were charged for teleprocessing services beyond the projected level, both services incurred costs beyond those expected. Further, the lack of appropriate management controls has contributed to the problem of excessive costs. The Army's workload projection did not include the support of some recruiting and reenlistment activities outside the United States, an increased number of users accessing the system at the same time, and a planned addition to the system. Although the number of Army enlistments decreased by 18 percent, the cost for teleprocessing services almost tripled. The Navy underestimated the number of users accessing the system at the same time and used a benchmark that did not represent the system's programs and transactions. While Navy enlistments have increased by 3 percent, the cost for teleprocessing services had doubled. **Recommendation To Agencies:** The Secretary of the Army should institute appropriate management controls over the usage of the computer systems through the operating expense budgets of the users by distributing the costs of teleprocessing according to the service received. The Secretary of the Army should take steps to immediately recompete, including the development of a new benchmark, for the teleprocessing services now provided by the Boeing Computer Services Company. The Secretary of the Navy should institute appropriate management controls over the usage of the computer systems through the operating expense budgets of the users by distributing the costs of teleprocessing according to the service received. The Secretary of the Navy should direct the program managers to expeditiously reduce costs by eliminating nonpriority usage and improving operational efficiency. The Secretary of the Navy should take steps to immediately recompete, including the development of a new benchmark, for the teleprocessing services now provided by the Boeing Computer Services Company. The Secretary of the Army should direct the program managers to expeditiously reduce costs by eliminating nonpriority usage and improving operational efficiency.

118047

[Use of Federally Appropriated Funds by Howard University for

Administrative Expenses. HRD-82-50; B-206672. March 12, 1982. Released March 12, 1982. 2 pp. plus 3 enclosures (11 pp.). Report to Sen. William Proxmire, Chairman, Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; by Edward A. Densmore, (for Gregory J. Ahart, Director), GAO Human Resources Division.

Issue Area: Education: Containment of Cost in Federal Programs for Higher Education (3307).

Contact: Human Resources Division.

Budget Function: Education, Training, Employment, and Social Services: Higher Education (502.0).

Organization Concerned: Howard University, Washington, DC; National Center for Education Statistics; Department of Education.

Congressional Relevance: Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Sen. William Proxmire.

Abstract: GAO was requested to review Howard University's use of federally appropriated funds for administrative expenses. Concern was expressed about the data provided by the National Center for Educational Statistics (NCES) which indicated that Howard's 1978-80 institutional or administrative expenses, as a percentage of educational and general expenditures, were generally four or five times higher than in similar universities. According to NCES data, Howard's administrative expenses in recent years have averaged about 23 percent of its educational and general expenditures. **Findings/Conclusions:** GAO found that, for fiscal year (FY) 1981, Howard received appropriations of approximately \$134 million. The remainder of its total budget of about \$247 million was obtained from student fees and tuition and other revenue sources. Howard initially reported that nearly \$29.3 million of its total expenses were used for administrative expenses. However, the administrative expenses reported by Howard to NCES were overstated because expenses amounting close to \$15 million were erroneously classified. After adjusting for the errors, Howard's administrative expenses for FY 1981 were about 10 percent of its educational and general expenditures, a figure comparable to other similar universities.

118048

Agreement Needed on DOD Guidelines for Exempting Certain ADP Equipment and Service Procurements From the Brooks Act. GGD-82-52; B-203533. March 17, 1982. Released April 8, 1982. 7 pp. plus 3 appendices (11 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsheer, Comptroller General.

Issue Area: Automatic Data Processing: Changing ADPE Acquisition Regulations To Meet the Objectives of the Brooks Act (0112); Information Management: Progress of Individual Agencies Toward Meeting Their Responsibilities Assigned by P.L. 96-511 (4218).

Contact: General Government Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2); General Government: Executive Direction and Management (802.0); Automatic Data Processing (990.1).

Organization Concerned: Department of Defense; Office of Management and Budget.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Governmental Affairs; Rep. Jack Brooks.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511; 44 U.S.C. 3501 et seq.). Automatic Data Processing Equipment Act (P.L. 89-306). Budget and Accounting Act. Property and

Administrative Services Act. Department of Defense Authorization Act, 1982 (P.L. 97-86; 10 U.S.C. 2315).

Abstract: GAO was asked to provide a complete and comprehensive list of activities within the Department of Defense (DOD) that would remain covered by the Paperwork Reduction Act and the Brooks Act in view of the language exempting certain procurements of automatic data processing (ADP) equipment and services contained in the fiscal year 1982 DOD Authorization Act.

Findings/Conclusions: GAO found that the DOD Authorization Act modifies the coverage of other legislation by exempting certain DOD procurements of ADP equipment and services. In addition to the general exemption concerning equipment and services critical to direct fulfillment of military or intelligence missions, the Authorization Act exempts DOD procurements of ADP equipment or services if the function, operation, or use of the equipment or services involves: (1) intelligence activities; (2) cryptologic activities related to national security; (3) the command and control of military forces; and (4) equipment that is an integral part of a weapon or weapons system. Further analysis is needed to identify those command and control applications which should be exempt and those which are relatively routine and should be included under the Brooks Act. A general exemption for the Brooks Act provides for procurement of ADP equipment and services which is critical to the direct fulfillment of military intelligence missions. The Brooks Act coverage was not affected by the Paperwork Reduction Act. GAO reviewed the guidelines for applying the exemptions in the Authorization Act. The guidelines emphasize the need for competition in the procurement process. They provide a broad exemption for command and control systems. Also, the guidelines for determining the category labeled critical to the direct fulfillment of military or intelligence missions appear to be too broad and need to be described in precise terms. GAO believes that DOD should obtain formal agreement from other agencies on the guidelines. **Recommendation To Agencies:** The Director of the Office of Management and Budget (OMB) should monitor and oversee DOD implementation of the guidelines in conjunction with OMB budget review and the related review of all agencies' 5-year ADP acquisition plans and the Five-Year Defense Plan; and OMB, with the advice and assistance of the General Services Administration (GSA) should monitor implementation of the guidelines through its triennial reviews under the Paperwork Reduction Act. The Secretary of Defense should obtain formal agreement from OMB and GSA on the guidelines for determining which proposed DOD automatic data processing equipment and service procurements are exempt under the 1982 DOD Authorization Act and those which remain subject to the Brooks Act.

118071

[Opportunities To Reduce the Cost of Some B-52 Modifications]. MASAD-82-30; B-207025. April 9, 1982. 7 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Mission Analysis: Non-Line-of-Effort Assignments (4151).

Contact: Mission Analysis and Systems Acquisition Division

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of the Air Force.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: GAO reviewed the Air Force's revised plans for structuring the strategic bomber force. The Air Force now plans to buy 100 B-1B aircraft, reduce the number of B-52G aircraft that will be

equipped to carry cruise missiles, equip all B-52H aircraft with cruise missiles, and retire all B-52D aircraft by the end of 1986. The B-52G aircraft which are not equipped with cruise missiles will assume the conventional bombing role previously assigned to the B-52D aircraft. **Findings/Conclusions:** GAO found that certain costly items may not be needed in view of the missions of the various models of the B-52 aircraft and their expected life in the force. The offensive avionics system (OAS) modification could be scaled back on 67 B-52G's by deleting unneeded components for a potential savings of \$21.6 million. The OAS modification includes redundant inertial navigation and computer processor systems to ensure successful cruise missile launch even if the primary units fail; this is desirable, but not required since other B-52 systems could provide the necessary information. The B-52G's will replace the B-52D's when they retire, and the use of systems and processors acquired for B-52D's on other B-52 aircraft could further reduce OAS funding needs by \$33 million. The navigation systems are identical to those used in the OAS, and the computer processors could be modified for the new aircraft. Accounting for all B-52D assets before the aircraft are retired could eliminate buying more items than are needed. In addition, a \$35 million modification to comply with the Strategic Arms Limitation Treaty II requirements for aircraft identification may not be needed on B-52H aircraft that carry cruise missiles. **Recommendation To Agencies:** The Secretary of Defense should direct the Air Force not to install strakelets on any B-52H aircraft until he is satisfied that this installation is necessary and that no less costly alternative is available. The Secretary of Defense should direct the Air Force not to procure any additional OAS modification kits or components until: (1) fiscal year 1983 and 1984 requirements for inertial navigation systems and computer processors have been reduced to account for those not needed on 67 B-52G's and those already acquired for B-52D's; and (2) a comprehensive review of the OAS package and related B-52 mission needs has been made and any additional unneeded kits or components have been eliminated.

118079

[Protest of Late Bid Rejection]. B-206616. April 12, 1982. 4 pp. **Decision re:** Diversified Computer Consultants; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Diversified Computer Consultants; Department of the Army; Army Procurement Agency, Panama Canal Zone.

Authority: 4 C.F.R. 21. D.A.C. 76-18. D.A.C. 76-20. D.A.R. 7-2002.4. D.A.R. 3-506(b). Postal Service Domestic Mail Manual 911. Postal Service Domestic Mail Manual 912. B-195438 (1979). B-205590 (1981).

Abstract: A firm protested the rejection of its late proposal under a request for proposals (RFP) issued by the Army for data processing equipment and for the training of Army personnel to use it. The provisions of the RFP allowed for a proposal, sent by registered or certified mail, to be received after the submittal deadline if it was postmarked on or before that date. The protester believed that the proposal required registration or certification for timely submissions and was informed by the Postal Service that such services were not available to the mailing address given, and it advised the protester to send its proposal by Special Delivery to assure delivery prior to the submittal deadline. The protester followed the advice given by the Postal Service; however, the proposal arrived after the deadline. The protester then argued that the advice it received was erroneous and that its proposal should have been accepted. GAO held that, although the information given the protester by the Postal Service was erroneous, there was no provision in the RFP for considering a late proposal not sent by registered or certified mail. Accordingly, the protest was denied.

118089

[Automatic Data Processing Problems at the Social Security Administration]. September 23, 1981. 14 pp.

Testimony before the House Committee on Government Operations; Legislation and National Security Subcommittee; by Gregory J. Ahart, Director, GAO Human Resources Division.

Contact: Human Resources Division.

Organization Concerned: Social Security Administration.

Congressional Relevance: House Committee on Government Operations; Legislation and National Security Subcommittee.

Authority: Omnibus Budget Reconciliation Act of 1981.

Abstract: Comments were presented on GAO audit work directed at evaluating automatic data processing (ADP) activities at the Social Security Administration (SSA). GAO has identified long-standing ADP system weaknesses at SSA, which include: (1) inadequate ADP-related planning; (2) deficiencies in system development and software; (3) problems in acquiring and effectively using computer hardware; and (4) difficulties in providing adequate privacy protection and security for systems components and personal beneficiary records. GAO believes that these weaknesses are largely responsible for the very serious ADP problems SSA is currently experiencing. The ADP systems of SSA are generally inefficient and ineffective. Further, SSA has limited resources available to maintain current systems and bring about needed improvements. Solving these problems will require the implementation of a comprehensive corrective action plan, which SSA has begun working on. This plan includes a number of short-term agency actions designed to help lessen the software, hardware, and personnel problems currently plaguing the ADP systems and operations of SSA. These actions include: (1) undertaking a more disciplined, structured approach to documenting computer software; (2) proceeding with the nationwide telecommunications network upgrade; (3) continuing the purchase of more computer memory capacity; (4) exploring innovative but acceptable ways of further augmenting computer capacity to process current as well as future workloads; (5) conducting computer programmer training classes for selected employees; and (6) proceeding with the relocation of ADP operations to the new SSA computer building. To succeed, SSA will need support and assistance from executive agencies. To ensure the assistance and support of Congress, GAO believes periodic congressional oversight of the efforts of SSA to develop and implement its corrective action plan would enhance the likelihood of the agency's success.

118101

Removing Tiering From the Revenue Sharing Formula Would Eliminate Payment Inequities to Local Governments. GGD-82-46; B-203323. April 15, 1982. 25 pp. plus 5 appendices (25 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Contact: General Government Division.

Budget Function: General Purpose Fiscal Assistance: General Revenue Sharing (851.0).

Organization Concerned: Department of the Treasury.

Congressional Relevance: House Committee on Government Operations; Senate Committee on Finance; Congress.

Authority: Revenue Sharing Act (Federal) (31 U.S.C. 1221 et seq.).

Abstract: GAO reviewed the inequities in the distribution of General Revenue Sharing funds which are caused by the statutory tiering procedure. Under this procedure, funds are first allocated to county geographic areas before being allocated to individual jurisdictions within the county. This review provides Congress with a comprehensive analysis of the effect tiering has on funding distribution patterns. **Findings/Conclusions:** GAO found that revenue sharing allocations to city and township governments result from three sources: (1) the three formula elements of population, relative income, and tax effort applicable to each unit of local

government; (2) statutory formula constraints; and (3) the statutory tiering distribution procedure. The effect of the three formula elements is well understood; more aid is allocated to units of local government with more people, low per capita income, and high tax effort. What is not generally understood is that the tiering process causes payment inequities at two stages in the distribution process. Throughout a State, the tiering procedure reduces funding to the governmental types with residents, that on an average, have relatively low incomes. In States characterized by rural poverty, tiering benefits most cities and penalizes the governmental type with a higher concentration of low income residents. Therefore, the targeting of revenue sharing funds to those governmental units which, on the average, contain the Nation's low-income population could be enhanced by eliminating the tiering and applying the basic 3-factor formula directly to all units of local government within each State. **Recommendation To Congress:** Congress should amend the Federal Revenue Sharing Act, as amended, to eliminate the tiering procedure, thereby making allocations within States directly to all units of local government based on the three factors of population, relative income, and tax effort.

118112

[Protest of Bid Correction]. B-205771. April 15, 1982. 4 pp.
Decision re: Air Technology International, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Air Technology International, Inc.; Raytheon Service Co.; Department of the Army: Fort Irwin, CA.
Authority: D.A.R. 2-406.2. D.A.R. 2-406.3. B-198142 (1977). B-200692 (1981).

Abstract: A firm protested a contracting officer's correction of a low bid and the subsequent award to the low bidder of a contract for the maintenance of communications equipment. The contracting officer decided that the low bidder made a clerical mistake on its bid by reversing the order of the two bid items on its proposal. After receiving written verification from the bidder, the officer corrected the mistake. He also corrected a mathematical error which was verified by the awardee. The protester complained that the contracting officer did not require proof from the awardee as to the alleged errors. However, under Defense Acquisition Regulations, the obvious reversal of prices is a clerical error which can be corrected upon verification of the reversal from the bidder. The bidder is not required to furnish proof of its intention. Since the corrected mathematical error had no effect upon the standing of the bidders, the other bidders were not prejudiced, and the integrity of the competitive bidding system was not compromised, the contract was properly awarded. The bidder is not required to furnish proof of its intended bid where it verifies the bid. The awardee's bid was responsive under any interpretation. Accordingly, the protest was denied.

118116

[Protest Alleging Solicitation Defects]. B-205104. April 16, 1982. 4 pp.

Decision re: Data Solutions Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Data Solutions Corp.; Agency for International Development.

Authority: 31 U.S.C. 1176.

Abstract: A firm protested the award of an indefinite quantity contract for word processing and document preparation services under an invitation for bids (IFB) issued by the Agency for International Development (AID). The protester's low bid was rejected by AID after discussions with the firm indicated that its bid was based on a

misunderstanding of one of the solicitation's requirements. The protester contended that the solicitation was misleading, resulting in unfair competition. In the IFB, the schedule of prices contained the only description of the required services; the last item was intended by AID to be a wholly separate item, but a literal reading of the description caused the protester to consider it in connection with its preparation of the other items and this resulted in a low price. GAO believed that the language of the IFB misled the protester by not reflecting the agency's intent, and GAO also noted that other low bidders may have been misled into bidding in a manner other than intended by AID. Accordingly, GAO recommended that the contract awarded under this solicitation be terminated for the convenience of the Government and that AID resolicit the IFB under terms that express the agency's actual intent.

118121

[Identifying Computer Data Bases To Aid Congressional Oversight on the Needs of Older Americans]. IPE-82-6; B-206178. April 19, 1982. 3 pp. plus 1 enclosure (7 pp.).

Report to Sen. John Heinz, Chairman, Senate Special Committee on Aging; by Eleanor Chelimsky, Director, GAO Institute for Program Evaluation.

Issue Area: Evaluation Guidelines and Methodology: Methods To Improve the Conduct of Federal Evaluation Studies (2603).

Contact: Institute for Program Evaluation.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Health and Human Services.

Congressional Relevance: Senate Special Committee on Aging; Sen. John Heinz.

Abstract: A congressional request was made for assistance to develop a national data base to aid oversight on the names of older Americans. GAO was designated to provide technical assistance for two design tasks which would: (1) identify data archives and repositories in the United States that emphasize data on aging; and (2) select the data files that contain information on aging. **Findings/Conclusions:** GAO applied two major criteria for screening data archives and repositories: (1) the data had to have the potential for providing information on the four policy areas of interest to Congress; and (2) the archive or repository had to be established and currently accessible. To identify national data files of interest, GAO focused on geographically based files and found that the county was the most suitable geographic level because of its compatibility with the existing review system. GAO compiled a list of 13 technical issues on aging as being important for consideration, and it included a suggestion which provided an alternative approach to identifying data files based on the individual.

118123

[Computer Outages at Air Terminal Facilities and Their Correlation to Near Mid-Air Collisions]. AFMD-82-43; B-206064. February 16, 1982. Released April 20, 1982. 3 pp. plus 3 enclosures (14 pp.).
Report to Rep. Robert Whittaker; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division. Refer to CED-81-127. July 9, 1981, Accession Number 115905.

Issue Area: Automatic Data Processing: Effect of Computer Technology on the Safety and Health of People (0114).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Federal Aviation Administration.

Congressional Relevance: Rep. Robert Whittaker.

Authority: S. Rept. 80-5.

Abstract: GAO surveyed the Federal Aviation Administration's (FAA) Automated Radar Terminal System (ARTS) to determine the extent of computer outages at terminal facilities and whether

any correlation existed between near mid-air collisions and computer outages. **Findings/Conclusions:** GAO found that the computers at the nine terminals surveyed were unexpectedly out of service a total of 202 times during the GAO test periods. The duration of the outages ranged from less than a minute to nearly 10 days. These computer outages, however, did not always result from computer malfunctions. Of the 202 outages, 49 were caused by commercial power interruptions, radar failures, telecommunication breakdowns, and unknown conditions. Although most of the terminal facilities experienced some computer failures, GAO found no direct correlation between the times that the outages occurred and the occurrence of near mid-air collisions. Because terminal facilities are not required to report partial outages to FAA headquarters, FAA does not have the data needed to easily predict when deteriorating equipment needs to be refurbished or replaced. GAO also observed that new computer hardware had been installed and was sitting idle for about 2 years at five of the ARTS terminals reviewed. Completion of the program has been impeded by computer software development problems. The New York Terminal Radar Approach Control facility has unique problems. The ARTS computer does not have sufficient computer capacity to support the five major airports for which it was planned. It also does not have the capacity to handle anticipated traffic increases and does not have an alert feature which would automatically alert controllers of aircraft on a collision course.

118140

[Evaluation of NASA Compliance With Congressional Reprogramming Requirements]. MASAD-82-31; B-207077. April 16, 1982. Released April 19, 1982. 7 pp. plus 1 enclosure (3 pp.). Report to Sen. Edwin (Jake) Garn, Chairman, Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Procurement of Major Systems: Congressional Information on the Issues Concerning Systems for Which Funds Are Requested (3001).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: General Science, Space, and Technology: General Science and Basic Research (251.0).

Organization Concerned: National Aeronautics and Space Administration.

Congressional Relevance: Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Sen. Edwin (Jake) Garn.

Authority: National Aeronautics and Space Administration Authorization Act, 1981 (P.L. 96-316). P.L. 96-526. S. Rept. 96-926.

Abstract: GAO was requested to review: (1) reprogramming requirements applicable to the National Aeronautics and Space Administration (NASA); (2) procedures established by NASA to control reprogramming; (3) changes which NASA made to the fiscal year 1981 operating plan; (4) official notifications sent to congressional committees; and (5) what might be done to improve the reprogramming process. **Findings/Conclusions:** GAO found that NASA had established procedures for complying with the reprogramming requirements and had notified and requested approvals for all reprogramming changes to the fiscal year 1981 operating plan.

118141

Less Sole-Source, More Competition Needed on Federal Civil Agencies' Contracting. PLRD-82-40; B-206577. April 7, 1982.

Released April 20, 1982. 50 pp. plus 9 appendices (50 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: General Procurement: Maximum, Open, and Free Competition in Agencies' Procurement (1927).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Procurement - Other Than Defense (990.4).

Organization Concerned: Department of Energy; Department of the Interior; Veterans Administration; Department of Transportation; General Services Administration; Office of Management and Budget; Office of Federal Procurement Policy; Office of Federal Procurement Policy: Federal Procurement Data Center.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Energy and Water Development Subcommittee; Senate Committee on Government Operations; Senate Committee on Appropriations: Energy and Water Development Subcommittee; Rep. Jack Brooks.

Authority: Property and Administrative Services Act. Small Business Act (15 U.S.C. 637(e)). P.L. 96-83. P.L. 93-400. 41 U.S.C. 401 et seq. 41 U.S.C. 252(c). 88 Stat. 796.

Abstract: GAO was asked to examine a sample of six civil agencies' new sole-source contract awards to assess the adequacy of the sole-source decisions. **Findings/Conclusions:** Federal regulations require contracting officers to award all purchases and contracts on a competitive basis to the maximum extent practical. GAO estimated that 32 percent of the sole-source contracts it examined could have been awarded on a competitive basis. Underlying causes of the absence of competition on those contract awards were often interrelated. The frequent acceptance of inadequately supported and invalid reasons for sole-source procurements show the need for Federal regulations to more clearly set forth what constitutes an adequate sole-source justification. More effective management controls are also needed to ensure that these regulations are followed. The agencies reviewed made little effort to conduct market research before awarding sole-source contracts, and important differences exist in the interpretations by agency personnel of the requirement to publicize preaward notices. GAO believes that improving agency efforts to obtain competition and strengthening and clarifying the regulations on market research would make the greatest contribution toward eliminating unnecessary sole-source awards. Agencies would benefit from publicizing a preaward sources-sought synopsis in the Commerce Business Daily when requesting officials claim that one contractor is uniquely capable of meeting the Government's needs and when this claim has not been demonstrated. The reliability of the Federal Procurement Data System should be improved. GAO estimated that almost half of the contract actions entered into the system had one or more errors in data elements. **Recommendation To Agencies:** Heads of all Federal departments and agencies participating in the Federal Procurement Data System, the Director of the Federal Procurement Data Center, and the Administrator, Office of Federal Procurement Policy should, to improve the accuracy and completeness of the data system: (1) institute a quality control program, including periodic sampling of agency data; (2) improve data entry and corrections procedures; (3) resolve inconsistencies between the system's requirements and the agencies' own systems; (4) provide training to appropriate personnel concerning system definitions and procedures; and (5) hold contracting officers accountable for ensuring that correct and complete data are promptly entered into the system on each of their contract actions by providing feedback on the coding errors for their contracts and assessing their performance. Heads of all Federal departments and agencies participating in the Federal Procurement Data System should take other specific actions to correct the problems identified. They should effectively communicate a strong commitment to competition to personnel throughout their agencies by: (1) increasing the effectiveness of the required reviews of sole-source decisions, ensuring that they are made, improving the documentation to sole-source justifications, and implementing other recommendations suggested in this report which should help improve the quality of these reviews; (2) reducing the number of unjustified sole-source contracts evolving from

unsolicited proposals; and (3) ensuring that contract specifications are not unnecessarily restrictive and that competition is fostered to the maximum extent practical in subsequent procurements after previous noncompetitive awards. The Administrator of the General Services Administration should amend the Federal Procurement Regulations to clearly set forth standards for measuring accountability in obtaining competition on procurement award and specifically should require: (1) a written sole-source justification for each new award over \$10,000 to document the facts and circumstances substantiating the infeasibility of competition; (2) major agencies to establish and maintain effective procurement planning systems; and (3) that agency requesting officials notify procurement offices as soon as requirements become known to maximize the time available for conducting the market search and obtaining competition. The Administrator of the General Services Administration should amend the Federal Procurement Regulations to clearly set forth standards for measuring accountability in obtaining competition on procurement awards and specifically should: (1) require a market search for competitive sources before approving a sole-source justification, unless specified conditions are met; (2) require that the market search include publicizing a preaward notice in the Commerce Business Daily which invites competition on the prime contract, unless one of the regulatory exceptions to publicizing applies; and (3) describe the criteria that must be met to justify sole-source procurement.

118143

Better Administration of Capital Grants Could Reduce Unnecessary Expenditures on Mass Transit Projects. CED-82-22; B-204182. April 20, 1982. 32 pp. plus 3 appendices (18 pp.). Report to Rep. Elliott H. Levitas, Chairman, House Committee on Public Works and Transportation: Investigations and Oversight Subcommittee; by Charles A. Bowsheer, Comptroller General.

Issue Area: Transportation Systems and Policies: Determining the Impact of Federal Funds and Funding Requirements on State and Local Transit Decisions (2429).

Contact: Community and Economic Development Division.

Budget Function: Transportation: Ground Transportation (401.0).

Organization Concerned: Department of Transportation; Urban Mass Transportation Administration; Massachusetts Bay Transportation Authority.

Congressional Relevance: House Committee on Public Works and Transportation: Investigations and Oversight Subcommittee; House Committee on Public Works and Transportation; House Committee on Appropriations: Transportation Subcommittee; Senate Committee on Banking, Housing and Urban Affairs; Senate Committee on Appropriations: Transportation Subcommittee. Rep. Elliott H. Levitas.

Authority: Urban Mass Transportation Act of 1964 (49 U.S.C. 1601). Federal Aid Highway Act (23 U.S.C. 1976). OMB Circular A-102.

Abstract: GAO reviewed six capital grants awarded to the Massachusetts Bay Transportation Authority to determine how well the Urban Mass Transportation Administration (UMTA) was monitoring them and whether the program was cost effective. **Findings/Conclusions:** The Massachusetts Bay Transit Authority received more than \$1.8 billion in capital grants from fiscal years 1965 through 1981. GAO found that UMTA did not adequately monitor grant projects in accordance with its management guidelines and operating manual and did not have guidance on third-party funding of UMTA-supported projects. As a result, \$2.3 million was spent to construct a rapid-transit track that is not being fully used, and \$5.6 million was spent to purchase and install power equipment that will not be used. Thus, nearly \$8 million of Federal funds was expended with only minimal benefits to the Authority. Furthermore, delays have occurred in the acquisition of automatic train control equipment which could increase equipment costs by

more than \$6 million. In addition, funds expected from third parties to help finance projects have not been obtained and may not be forthcoming. As a result, the Authority will have to scale down the project or ask UMTA for additional funds. Office of Management and Budget guidelines require grantees to submit quarterly progress reports to UMTA and require UMTA to make periodic visits to construction sites and to perform inspections. Due to staff shortages, UMTA did not follow its monitoring procedures. The quarterly reports were often incomplete and improperly analyzed. Inspections were not made as often as required, and trip reports were vague and incomplete. **Recommendation To Agencies:** The Secretary of Transportation should direct the Administrator of UMTA to establish guidelines for UMTA-supported projects involving external funding to ensure that sufficient funds will be available to complete projects. The Secretary of Transportation should direct the Administrator of UMTA to recover \$5.6 million used to purchase and install three boilers for the Massachusetts Bay Transportation Authority Immediate Needs Power Program. The Secretary of Transportation should direct the Administrator of UMTA to limit UMTA participation in the acquisition of automatic train control equipment for the Orange Line to an amount equal to what UMTA participation would have been in 1978. The Secretary of Transportation should direct the Administrator of UMTA to negotiate with the Massachusetts Bay Transportation Authority for better use of the Haymarket North project's express track. If a better use cannot be found, it should examine ways of recovering some of the track's costs. The Secretary of Transportation should direct the Administrator of UMTA to redistribute project managers' grant workloads by having them concentrate on major grants and monitor minor grants on a sample basis until procedures are in place to carry out a project-monitoring plan and a system of punishment and rewards based on grantee performance. The Secretary of Transportation should direct the Administrator of UMTA to require grantees to include a project monitoring plan as part of the grant application. At a minimum, the plan should include UMTA requirements for monitoring projects. UMTA could then certify the plan and randomly spot check the grantee's monitoring performance using either project managers or independent evaluators. UMTA should insist on a minimum level of acceptable performance and that a grantee's performance be tied to future grant awards. UMTA should adopt a system of penalties and incentives that would either punish or reward grantees based on performance.

118158

[Views on S. 2049]. B-206741. April 20, 1982. 2 pp. Letter to Sen. William V. Roth, Jr., Chairman, Senate Committee on Governmental Affairs; by Charles A. Bowsheer, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Bureau of the Census.

Congressional Relevance: Senate Committee on Governmental Affairs; Sen. William V. Roth, Jr.

Authority: S 2049 (97th Cong.). 13 U.S.C. 183. 13 U.S.C. 183(b).

Abstract: Upon receipt of a congressional request, GAO reviewed S. 2049 and assessed the paperwork and regulatory burdens that might be associated with its implementation. The bill would amend previous legislation concerning Census Bureau data and would require Federal agencies to use currently available population data to determine benefits received by State and local governments. Since agencies would use currently available intercensal data, program cost and respondent burden should not increase. However, the bill might provide an incentive for the collection of additional intercensal data to improve existing data bases; to this extent, increased costs and respondent burden would probably result. The actual language of the bill does not make clear whether the use of certain data would be permissive, particularly in circumstances where the most current data are not the best data. GAO

recommended that the bill be amended to make it explicit that the quality of the most currently available data should be a factor to be considered in benefit determinations. The bill clearly provides for the use of intercensal data when the enabling legislation merely requires the use of population data: therefore, the bill should be amended to clarify this point.

118175

Publications List. December 31, 1981. 89 pp.

Contact: Office of Information Systems and Services.

Abstract: A list is presented of reports on GAO audits and surveys of U.S. Government activities issued from July 1 through December 31, 1981.

118181

[Protest of Contract Termination]. B-206979. April 22, 1982. 4 pp. *Decision re:* Western Union Telegraph Co.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Western Union Telegraph Co.; Defense Communications Agency.

Authority: 4 C.F.R. 21. 4 C.F.R. 21.2(b)(2). 59 Comp. Gen. 752. B-182566 (1975). B-194445.2 (1979). B-204105 (1981).

Abstract: A firm protested the termination of its contract and the proposed issuance of a solicitation or solicitations to procure substitute communications systems equipment. The protester complained that the agency's decision to terminate its contract was based on the results of a clandestine competition conducted by the agency between its in-place communications system and another firm's technology. The agency conducted a competitive source selection utilizing two in-house design teams, one representing each system. The protester contracted with the agency to assist the team for its system. Each team prepared a program plan for its communication system and these were evaluated as to technical, management, and cost factors. The agency decision that the other firm's system was the better alternative resulted in the termination of the protester's contract. The protester contended that the process by which the decision was reached amounted to a competitive procurement conducted without regard to applicable laws and regulations. GAO will not review an agency's determination to terminate a contract, except in situations which did not exist in this case. With respect to the protester's complaint that the process by which the decision was reached amounted to an improper competitive procurement, the protester admitted that it was an active participant in the competition. The agency did not conduct a procurement competition; it made an in-house comparison of the technical and cost aspects of two different technologies. This was nothing more than a basic program decision which is not subject to the procurement statutes and therefore not appropriate for GAO review. Even if the matter were appropriate for GAO review, the protester should have protested the matter within 10 days of becoming aware of it. Additionally, GAO considered the protest against the proposed issuance of a solicitation to be premature since no solicitation had been issued. Accordingly, the protest was dismissed.

118199

Status of Major Acquisitions as of September 30, 1981: Better Reporting Essential to Controlling Cost Growth. MASAD-82-24; B-197358. April 22, 1982. 14 pp. plus 7 appendices (104 pp.). *Report to Congress;* by Charles A. Bowsher, Comptroller General.

Issue Area: Procurement of Major Systems: Congressional Information on the Issues Concerning Systems for Which Funds Are Requested (3001).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1); National Defense: Department of Defense - Procurement and Contracts (051.2); General Government: Other General Government (806.0); Procurement - Other Than Defense (990.4).

Organization Concerned: Executive Office of the President.

Congressional Relevance: Congress.

Authority: Department of Defense Authorization Act, 1982 (P.L. 97-86). Department of Defense Appropriation Authorization Act, 1976. P.L. 96-107. S. 1604 (97th Cong.). H.R. 4685 (97th Cong.).

Abstract: GAO reviewed the status of major Federal acquisitions, including acquisitions financed solely with Federal funds and those financed jointly with Federal, State, and other funds. Cost growth of major Federal acquisitions has been a longstanding problem and is a major reason for the preparation annual financial status reports by GAO. This year's data were collected on 802 projects. Previous status reports primarily contained cost data; however, this report includes scheduling and quantity status in addition to cost data. All program statistics in this report were supplied by the Federal departments and agencies, and GAO did not validate the data for accuracy. **Findings/Conclusions:** GAO found that the agencies' cost, schedule, and quantity data show that the initial estimates and planning data provided to Congress and used by the agencies vary greatly from current estimates. Further, GAO found that: (1) the cost of 376 projects increased a total of approximately \$318 billion over the total estimated cost of projects provided to Congress in initial budget justifications; (2) the cost of 465 projects increased by about \$258 billion over the initial congressional budget estimate adjusted for changes in scope; (3) schedule data provided for 170 projects showed that 139 slipped their completion dates by more than 6 months, and the extent to which this contributed to cost growth could not be determined from the data; and (4) quantity data provided for 146 projects showed 57 variances in excess of 25 percent, and the extent to which these variances contributed to cost growth could not be determined from the data provided. Over the years, GAO has reported on the problem of cost growth, the need to improve existing reporting systems, and the need for establishing a reporting system to include all major civil acquisitions and those major defense programs not on the Department of Defense Selected Acquisition Reporting system. At this time, there is no standardized reporting system to periodically record the status of major civil programs. However, legislation has been proposed along these lines.

118208

Small Car Safety: An Issue That Needs Further Evaluation. CED-82-29; B-206762. April 26, 1982. 42 pp. plus 4 appendices (30 pp.). *Report to Secretary Andrew L. Lewis, Jr., Department of Transportation;* by Henry Eschwege, Director, GAO Community and Economic Development Division.

Refer to Testimony, November 30, 1982, Accession Number 120007.

Issue Area: Consumer and Worker Protection: Non-Line-of-Effort Assignments (0951); Transportation Systems and Policies: Determining the Effectiveness of Federal Reports To Implement and Enforce Motor Vehicle Safety Standards (2420).

Contact: Community and Economic Development Division.

Budget Function: Transportation: Ground Transportation (401.0).

Organization Concerned: Department of Transportation; National Highway Traffic Safety Administration; Federal Highway Administration.

Congressional Relevance: House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; House Committee on Energy and Commerce: Telecommunications, Consumer Protection, and Finance Subcommittee; House Committee on Public Works and Transportation: Surface Transportation Subcommittee; House Committee on Appropriations: Transportation Subcommittee; Senate Committee on Commerce, Science and

Transportation: Surface Transportation Subcommittee; *Senate Committee on Appropriations: Transportation Subcommittee.*

Authority: Traffic and Motor Vehicle Safety Act (15 U.S.C. 1381 et seq.). Highway Safety Act of 1966 (23 U.S.C. 401 et seq.). Highway Safety Act of 1973.

Abstract: GAO conducted a review of small car safety because of concern about the issue and because of disagreement over alleged safety problems. GAO reviewed numerous research studies as well as analyzed accident data gathered from New York, Michigan, and the National Highway Traffic Safety Administration (NHTSA). **Findings/Conclusions:** Few conclusions concerning current or future smaller car safety problems have been unanimously agreed upon by the vehicle and highway safety experts and the automobile industry. Major issues concern whether smaller cars are in more accidents, how well they protect occupants during accidents, and the adequacy of roads to safely contain smaller cars. GAO found that many studies concurred with New York and Michigan data indicating that smaller cars were not overrepresented in total vehicle accidents when compared with the numbers of smaller vehicles registered in those States. However, smaller cars were generally overrepresented in single-vehicle accidents with guardrails and, to a lesser degree, median barriers. When smaller cars collided with larger cars, smaller car occupants received from 2 to 4 times more severe and fatal injuries than the larger car occupants, according to NHTSA and New York data. NHTSA and New York data did not agree on the performance of smaller cars in collision with each other. New York data indicated that in single-vehicle accidents, the smaller the car, the more severe the injuries. Michigan and some NHTSA data showed no consistent trend between occupant injury and all classes of car injuries and fatalities in the heaviest cars. New York data indicated that severe and fatal injuries were more prevalent with smaller cars than with larger cars in single-vehicle collisions with utility and light poles. **Recommendation To Agencies:** The Secretary of Transportation should use the results of this examination to rank research priorities. The Secretary of Transportation should use one or more of the following techniques to determine which small car safety issues are most important: (1) organize a task force composed of Federal Highway Administration (FHWA) and NHTSA personnel, advisors from Federal agencies, States, and industry, and vehicle and highway safety experts; (2) develop a special studies program on smaller cars to be carried out with the National Accident Sampling System teams and to be reviewed by both NHTSA and FHWA; and (3) develop a program to use accident data from several selected States on a continuing basis to supplement test data which is available. The Secretary of Transportation should determine which smaller car safety issues need the Nation's greatest attention and which countermeasures can be used to reduce accidents, injuries, and fatalities involving small cars. The Secretary should examine all relevant sources of available accident and test information, but emphasis should be given to using accident data. The Secretary should also: (1) establish standard units of measure to define all sizes of passenger cars; and (2) include an examination of the contributing effects of both the driver and roadway on smaller car performance.

118211

[Moving the Building Process Into the 21st Century]. April 26, 1982. 5 pp. plus 1 attachment (1 p.).

Speech before the International Conference on Computers/Graphics in the Building Process; by Ronald L. King, Evaluator, GAO Procurement, Logistics and Readiness Division.

Contact: Procurement, Logistics, and Readiness Division.

Abstract: In a speech before an international conference on the use of computer graphics in the building process, GAO noted that a number of studies have been done over the last few years showing that a large percentage of construction design firms in the United States and Europe have yet to use the computer for technical

purposes. All of the studies show a trend toward greater computer use. However, design firms use stand-alone computer applications which still do not realize the full potential of computers that is possible through integrated computer-aided design systems. GAO has identified the following factors which hinder the use of computer-aided methods: the lack of strong construction-oriented focal points in the United States; inadequate communications and professional interactions; the uncontrolled proliferation of computer programs; the lack of agreement among researchers and system developers on the requirements for computer-aided design systems; inadequately defined designer needs; lack of appropriate standards; software problems which limit technology transfer; and deficiencies in the education process. Most of these factors can be grouped into the two broad categories of communications and education. However, construction industry watchers are predicting a monumental computer-driven revolution within the industry to improve productivity. They believe that this revolution will change the traditional division of labor among architects, engineers, and construction contractors. The lack of adequate education and training is also a significant factor inhibiting the use and further development of computer-aided methods, because the available software and hardware used for architectural and engineering applications are often badly out of date. GAO believes that the costs of obtaining up-to-date computer equipment and faculty, will require private sector support. It is going to take the concentrated efforts of all aspects of the building industry to solve these problems so that the full potential of the computer can be realized in industry.

118213

A Bibliography of Documents Issued by GAO on Matters Related to: ADP. AFMD-82-50. April 1982. 180 pp.

Contact: Accounting and Financial Management Division.

Abstract: Computers and automatic data processing (ADP) continue to increase their contribution to agency management, resulting in both greater expenditures and an apparent irreversible, growing dependence on the technology. This combination calls for knowledge and effective management of such resources and appropriate auditing. Appropriate auditing of ADP management encompasses a review of the agency's history to see if current problems were noted before and, if so, how they were addressed and resolved. This bibliography should help the auditor reviewing recurring problems since it includes the majority of GAO reports, decisions, and letters dealing with ADP since 1981.

118217

[National Library of Medicine's Medical Literature Analysis and Retrieval System]. HRD-82-66; B-207120. April 15, 1982. 3 pp. plus 1 enclosure (11 pp.).

Report to Sen. Orrin G. Hatch, Chairman, Senate Committee on Labor and Human Resources; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Health Programs: Effective Coordination and Management of Federal Health Programs To Assure That Health Costs Are Contained (1222).

Contact: Human Resources Division.

Budget Function: Health: Health Research (552.0).

Organization Concerned: Department of Health and Human Services; National Institutes of Health; National Institutes of Health: National Library of Medicine.

Congressional Relevance: *House Committee on Energy and Commerce; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Labor and Human Resources; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Sen. Orrin G. Hatch.*

Authority: OMB Circular A-25.

Abstract: Pursuant to the request of a congressional committee which is considering legislative action regarding the National Library of Medicine's (NLM) recovery of costs through user charges, GAO provided information on the provision of information products and services by NLM through its Medical Literature Analysis and Retrieval System (MEDLARS) and the related Index Medicus publications. **Findings/Conclusions:** Office of Management and Budget Circular A-25 requires that Federal agencies recover the full costs of services provided except when the recipient is engaging in a nonprofit activity for public safety, health, or welfare or when the payment of full costs would not be in the best interest of the program. The current NLM user-charge policy requires that all users, regardless of type, pay the full costs of accessing the MEDLARS data bases. Costs associated with generating and maintaining the MEDLARS data bases are absorbed by NLM as part of its responsibility as a library. The vast majority of users of the MEDLARS data bases have been excluded by NLM from the full cost-recovery requirement because the public benefits from their use of MEDLARS. However, a number of the data base users are nonhealth professionals whose use of MEDLARS may not be directly related to the public good. These users should be charged fees sufficient to recover full costs. Based on the user charges in effect in fiscal year 1981, NLM recovered about 72 percent of the MEDLARS-related accessing costs and 44 percent of the total MEDLARS-related costs. NLM would have recovered about 95 percent of its accessing costs and 58 percent of the total MEDLARS-related costs in 1981 had its current policy and user charges been in effect. Overall, the methods used by NLM to identify and allocate costs to MEDLARS-related activities were reasonable. However, the computer time and printed page costs were understated which resulted in an understatement of the charges imposed on users of the system. **Recommendation To Agencies:** The Director of the National Library of Medicine should assess charges which would recover the full costs of providing services to those users not directly involved in health-related activities. The Director of the National Library of Medicine should establish procedures to account for the computer time and off-line printed pages Library staff use to maintain and update the Medical Literature Analysis and Retrieval System for use in future calculations. The Director of the National Library of Medicine should recalculate the 1982 user charges by excluding the time and pages used by the Library to update and maintain the Medical Literature Analysis and Retrieval System.

118222

[Protest of ADP Contract Award]. B-205360. April 27, 1982. 4 pp. **Decision re:** SMS Data Products Group; by F. Henry Barclay, Jr., (for Harry R. Van Cleve, Acting General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: SMS Data Products Group; Department of Justice; International Business Machines Corp.

Authority: Automatic Data Processing Equipment Act F.P.R. 1-4.1109-6.

Abstract: A firm protested the award of a contract by the Department of Justice for the lease of computer equipment. The firm contested the criteria relied on to justify the award. The protest would ordinarily have been considered untimely under bid protest procedures, but Justice requested that it be considered. The solicitation specifications required offerors to be members in one of two user groups affiliated with the computer manufacturer. The protester argued that the Justice assessment of the value of membership in the affiliation was arbitrary and unduly restricted competition. GAO found that Justice based its valuation of membership on previous contracts and did not consider the actual offsetting membership costs incurred by individual offerors. GAO concluded that, by ignoring the actual costs of membership, Justice overstated

such costs causing the requirements to be exclusionary and, therefore, it could not be considered as a principal evaluation factor. Accordingly, the protest was sustained. However, since the equipment had been in place for several months, GAO recommended that Justice prepare and issue a solicitation for leasing the equipment prior to exercising any option in the current contract.

118237

[Protest of Exclusion From Competitive Range]. B-205781. April 26, 1982. 4 pp.

Decision re: Spectrum Leasing Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of Health and Human Services; Spectrum Leasing Corp.

Authority: 48 Comp. Gen. 314. 54 Comp. Gen. 612. 55 Comp. Gen. 60. B-183379 (1975). B-198614 (1980). B-202502 (1981).

Abstract: A firm protested its exclusion from the competitive range under the Department of Health and Human Services (HHS) request for proposals (RFP) for programmable magnetic tape terminals. The protester contended that it had submitted a proposal which offered technically responsive hardware and operating systems software. It conceded that it had omitted responses to certain sections of the RFP, but argued that these proposal deficiencies could have been remedied during negotiations. HHS reported that the protester's proposal was technically as well as informationally deficient and that it had made clear that the protester's proposal was so defective as to make discussions fruitless. HHS noted that the protester: (1) did not respond to four sections of the RFP; (2) did not address approximately 40 percent of the mandatory requirements; and (3) responded to 41 of the requirements in a technically inadequate manner. Therefore, HHS found the proposal unacceptable and eliminated it from further consideration. GAO held that: (1) elimination of a proposal from the competitive range, thereby leaving a competitive range of one, is proper where the record showed that the agency reasonably found technical and informational deficiencies in the proposal which were so material that major revisions and additions to the proposal would have been required to make it acceptable; and (2) a protester's disagreement with the agency's technical evaluation of its proposal does not meet the protester's burden of showing that the evaluation was unreasonable. Accordingly, the protest was denied.

118243

[Request For Reconsideration]. B-206349.2. April 26, 1982. 2 pp. **Decision re:** CMI Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: CMI Corp.; National Aeronautics and Space Administration.

Authority: 4 C.F.R. 21.9(b). B-195945.6 (1981). B-204887.2 (1981).

Abstract: A firm requested reconsideration of a prior decision which dismissed its protest of a purchase order award by the National Aeronautics and Space Administration for automatic data processing equipment. Bid protest procedures require that requests for reconsideration be filed with GAO within 10 working days after the basis for reconsideration is or should have been known. The protest was filed with GAO more than 25 working days after the decision was issued; therefore, it was untimely and not for reconsideration. Accordingly, the request for reconsideration was dismissed.

118245

[Request for Reconsideration]. B-202181.2. April 26, 1982. 3 pp.

Decision re: Lundy Electronics & Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Lundy Electronics & Systems, Inc.; Department of the Army; Astronautics Corp. of America; General Services Administration; Department of the Air Force.

Authority: 4 C.F.R. 21.9. B-202181 (1982).

Abstract: A firm requested reconsideration of a prior decision which denied its protest against the Army's issuance of a purchase order for optical character recognition equipment. Under the requirements contract, the awardee provided remote terminals and various supporting devices for a Department of Defense communications network. Since 1975, the awardee has been a mandatory source of supply for virtually all Federal agencies when the contract items meet their needs. The Army was delegated the responsibility of administering the contract, and it issued the protested purchase order under the requirements contract for equipment to be used at an Air Force base. In its protest, the protester alleged that the equipment was outside the scope of the awardee's contract and that it should have been obtained under a delegation of procurement authority which permitted the Air Force to purchase up to 37 units from the protester. In its request for reconsideration, the protester asserted that GAO failed to address its request for a determination that the Air Force may purchase from the protester the full 37 units covered by the delegation of procurement authority and was not precluded from doing so by the protester's requirements contract. As indicated in the prior decision, this would require a determination as to the scope of the awardee's contract. Since the protester had no contractual rights under the delegation of procurement authority, its existence cannot invalidate or otherwise make improper the issuance of the purchase order. The protester's request for reconsideration did not show that the prior decision contained any error of law, nor had it presented any facts which GAO did not previously consider, as required by bid protest procedures. Accordingly, the request for reconsideration was denied.

118252

[Protest Against Solicitation Specifications]. B-207142. April 28, 1982. 2 pp.

Decision re: Automated Datatron, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Automated Datatron, Inc.; Federal Communications Commission.

Authority: 4 C.F.R. 21.1(b)(1). 58 Comp. Gen. 403.

Abstract: A firm protested the terms of an invitation for bids (IFB) issued by the Federal Communications Commission for computer output microfiche services. The protester contended that the IFB did not state whether the contractor was to be responsible for the postage required for mailing microfiche to several locations throughout the United States. This protest pertained to an alleged solicitation deficiency which was apparent before bid opening and, according to applicable regulations, the protest should have been filed prior to bid opening. Because the protest to GAO was filed 1 day after bid opening, it was dismissed as untimely.

118265

[DOE Needs To Strengthen Computer Performance Evaluation and Improve Documentation of Procurement Actions]. EMD-82-71; B-203691. April 29, 1982. 4 pp. plus 1 enclosure (9 pp.).

Report to James B. Edwards, Secretary, Department of Energy; by Douglas L. McCullough, (for J. Dexter Peach, Director), GAO Energy and Minerals Division.

Issue Area: Automatic Data Processing: Changing ADPE Acquisition Regulations To Meet the Objectives of the Brooks Act (0112);

Energy: Relevance, Usefulness, Efficiency, Effectiveness, and Economy of Federal Information Activities (1686).

Contact: Energy and Minerals Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Energy.

Congressional Relevance: *House* Committee on Government Operations; *House* Committee on Appropriations: Energy and Water Development Subcommittee; *Senate* Committee on Governmental Affairs; *Senate* Committee on Appropriations: Energy and Water Development Subcommittee.

Authority: FIPS Pub. 49.

Abstract: GAO reviewed automatic data processing (ADP) equipment acquisition policies at the Department of Energy (DOE) to address management's control over procurement of new ADP equipment. **Findings/Conclusions:** GAO found that, while DOE encourages installations to evaluate the performance of their equipment, insufficient procurement documentation often prevents adequate review of the acquisition process used by DOE management. To keep the high costs of investment in ADP equipment to a minimum, DOE procurements must be limited to those necessary for an efficiently managed computing environment. To create such an environment, it is necessary to identify current data processing requirements, resource demands, likely future changes, and the performance of computing equipment available. **Recommendation To Agencies:** The Secretary of Energy should direct the Assistant Secretary for Management and Administration to strengthen ADP acquisition management by requiring DOE installations to certify in their procurement requests that they have available documentation on their computer performance evaluations and other major required procurement actions, such as validations of data processing requirements and analyses of alternatives to the procurements. The Secretary of Energy should direct the Assistant Secretary for Management and Administration to strengthen ADP acquisition management by requiring DOE installations requesting additional ADP equipment to report to the Office of ADP Management on the nature, extent, and results of computer performance evaluations performed prior to acquiring new equipment. The Secretary of Energy should direct the Assistant Secretary, Administration and management, to strengthen ADP acquisition management by requiring DOE installations to implement a computer performance management program, as recommended in Federal Information Processing Standards Publication 49, to measure and evaluate the performance of its computer facilities in support of management goals and objectives.

118279

[Protest of Army Contract Award]. B-203503. May 4, 1982. 8 pp. *Decision re: Q.S. Inc.; by Milton J. Socolar, Acting Comptroller General.*

Contact: Office of the General Counsel.

Organization Concerned: Q.S. Inc.; Department of the Army: Computer Systems Selection and Acquisition Agency.

Authority: 4 C.F.R. 21.1. 4 C.F.R. 21.2(b). 4 C.F.R. 21.2(a). 58 Comp. Gen. 214. B-198614 (1980). B-190178 (1977). B-190143 (1978). B-196365 (1981). B-202051 (1981).

Abstract: A firm protested the award of an Army contract issued under a request for proposals (RFP) for an automated patient appointment and scheduling system. The Army determined that the protester's proposal was deficient in a number of significant respects causing it to be technically unacceptable. The protester contended that: (1) several of the functional specifications it failed to meet were unduly restrictive of competition and that the Army fashioned the specifications to favor a particular firm; and (2) the Army did not respond to its request for clarification of other specifications. However, GAO found that both portions of the protest were untimely filed with the Army and GAO, respectively. These portions of the protest were denied. The protester

complained that, since some offerors did not attend site inspection conferences prior to the closing date, the Army acted improperly by accepting their proposals. However, GAO found that attendance at the conferences was not mandatory and rejected the contention. The protester contested the Army determination that its proposal was technically unacceptable, contending that the Army misinterpreted many of its specifications. After examining the record, GAO found that it amply supported the determination that certain aspects of the proposal significantly failed to satisfy the RFP. The protester complained that Army officials at an operational demonstration expressed favorable opinions about the protester's system, in effect finding the protester's proposal to be acceptable. GAO held that, since the rejection of the protester's proposal was supported by the record, any comments made at the demonstration were irrelevant. Accordingly, the protest was dismissed in part and denied in part.

118300

Discontinuing Social Security's Currently Insured Benefit Provision Would Save Millions and Eliminate Inequities. HRD-82-51; B-206871. April 23, 1982. 29 pp. plus 8 appendices (10 pp.). Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Income Security and Social Services: Determining Whether There Are Retirement and Survivor Benefits Which Should Be Reduced (1325).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Social Security Administration; Department of Health and Human Services.

Congressional Relevance: House Committee on Ways and Means: Social Security Subcommittee; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on the Budget; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Budget; Senate Committee on Finance: Social Security Financing Subcommittee; Congress.

Authority: Social Security Act.

Abstract: GAO reviewed the Social Security Administration's eligibility insurance provisions, known as the currently insured provision. **Findings/Conclusions:** Social Security's currently insured benefit eligibility insurance provision no longer has relevance. Discontinuance of the provision could save Social Security's trust funds about \$180 million through 1990 and will not affect survivors now receiving benefits. Further, discontinuance will end some inequities to survivors of fully insured workers and to some survivors of workers who do not qualify for benefits. **Recommendation To Congress:** Congress should amend the Social Security Act to eliminate the currently insured provision. Suggested language to implement this recommendation includes: Section 214(b) of the Social Security Act is repealed. Congress should amend the Social Security Act to eliminate the currently insured provision. Suggested language to implement this recommendation includes: Title II of the Social Security Act is amended by striking out the words "or currently" wherever they may appear in connection with the status of an individual insured under this title. Congress should amend the Social Security Act to eliminate the currently insured provision. Suggested language to implement this recommendation includes: These amendments shall be effective in determining the insured status of individuals who die after [the effective date to be determined].

118302

Oil and Gas Royalty Accounting--Improvements Have Been Initiated but Continued Emphasis Is Needed To Ensure Success. AFMD-82-55; B-199739. April 27, 1982. Released May 5, 1982. 3 pp. plus

3 appendices (14 pp.).

Report to Rep. Edward J. Markey, Chairman, House Committee on Interior and Insular Affairs: Oversight and Investigations Subcommittee; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Accounting and Financial Reporting: Systems To Insure That Amounts Owed the Federal Government Are Fully and Promptly Collected (2803).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of the Interior.

Congressional Relevance: House Committee on Interior and Insular Affairs: Oversight and Investigations Subcommittee; House Committee on Interior and Insular Affairs; House Committee on Appropriations: Interior Subcommittee; House Committee on the Budget; Senate Committee on Energy and Natural Resources; Senate Committee on Appropriations: Interior Subcommittee; Senate Committee on Budget; Rep. Edward J. Markey.

Abstract: GAO was requested to evaluate the development of the new royalty system and to determine the extent to which it will improve the collection of royalties due from Federal and Indian lands. **Findings/Conclusions:** Royalty collections have increased rapidly in recent years, primarily because of substantial increases in oil and gas prices and, with oil prices decontrolled, this trend can be expected to continue. Historically, a high priority has not been placed on collecting oil and gas royalties, and major problems have gone unchecked for over 20 years. As a result, large sums of royalty income may be going uncollected each year, and significant amounts of royalty income have been uncollected when due, thus increasing the Government's interest costs. The current royalty accounting system is in disarray. Oil and gas companies are essentially on an honor system to report accurately and pay royalties when due, and the Department of the Interior has been unable to account for the information reported to it, much less to verify this information. Interior is attempting to correct these longstanding problems and has placed an emphasis on the need for an effective royalty management system, which it is designing. However, Interior has not adequately considered: (1) acquiring data on the number of leases and wells for which it is responsible; (2) verifying the royalty computation; (3) developing a comprehensive plan for audits and inspections; and (4) planning the production phase of the new system which will permit production and sales data to be matched. Some corrective action has been taken; however, the problems confronting Interior in this area cannot be solved immediately. **Recommendation To Agencies:** The Secretary of the Interior should, no later than September 30, 1982, develop cost estimates, broken down by fiscal year and function, for the new royalty management program. This information, which should be furnished to cognizant congressional committees, should include milestones for implementation of specific system improvements and, as a minimum, should detail cost of personnel, contractor services, and computer equipment for the: (1) design and implementation of the accounting, production, and enhanced management phases; (2) performance of audits; (3) lease inspection function; and (4) reconciliation of existing lease account records.

118303

Complete and Accurate Information Needed in Social Security's Automated Name and Number Files. HRD-82-18; B-206913. April 28, 1982. Released May 5, 1982. 13 pp. plus 5 appendices (14 pp.). Report to Sen. Robert J. Dole, Chairman, Senate Committee on Finance; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Income Security and Social Services: Eligibility Determinations (1307).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Social Security Administration; Department of Health and Human Services.

Congressional Relevance: *House* Committee on Ways and Means; *House* Committee on Appropriations; *Senate* Committee on Finance; *Senate* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *Sen.* Robert J. Dole.

Authority: Social Security Act.

Abstract: In response to a congressional request, GAO reported on the need for the Social Security Administration (SSA) to improve the information in its automated name and number files and to improve its social security number issuance process. **Findings/Conclusions:** Some of the information in the SSA name and number files is incomplete, inconsistent, or inaccurate. These files are used by SSA in issuing social security numbers, claims processing, resolving discrepancies, verifying identification information, and carrying out other important functions. The name and number files should have only one individual associated with each number. However, the SSA number file has records that have the same number but the identifying information does not appear to represent the same person. SSA has identified and is correcting about 2.1 million such records. In addition, neither the name nor number files contain complete and accurate identifying information for all of the numbers issued. In some cases, records of original applications are missing or the information is incomplete or inaccurate. Quality assessments show a continuous increase in the rate of errors found in identifying information. The inadequate training of newly hired employees contributed to the breakdown in the issuance process. Controls over applications in process and safeguards over blank cards were also inadequate. SSA is currently correcting some of these problems in its number file and is implementing a new SSA number application processing system. This system will replace the existing processes and channel all SSA number applications through one control process and subject this information to much closer scrutiny. **Recommendation To Agencies:** The Secretary of Health and Human Services should direct the Commissioner of SSA to provide training to field office personnel who accept social security number applications to ensure that the required documentation is obtained and applications are checked for completeness and accuracy before the data are entered into the automated system. The Secretary of Health and Human Services should direct the Commissioner of SSA to establish tighter controls over social security number applications in process and blank social security cards, particularly at teleservice centers and district offices. The Secretary of Health and Human Services should direct the Commissioner of SSA to improve the editing and screening processes to further verify information and reduce the amount of incomplete and inaccurate information entering the files due to errors caused by keying and manual social security number processing. The Secretary of Health and Human Services should direct the Commissioner of SSA to determine the extent of incomplete and inaccurate information in the name and number files and the impact that such erroneous data have on social security claimants and on the efficient, effective, and economical operation of the files. SSA should then eliminate as many deficiencies as possible.

118307

[Need To Recover Medicare Part B Duplicate Payments in Illinois]. HRD-82-67; B-207260. April 30, 1982. 10 pp. plus 3 enclosures (4 pp.).

Report to Richard S. Schweiker, Secretary, Department of Health and Human Services; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Health Programs: Compliance of Federal and State Agencies, Fiscal Intermediaries, and Grantees With Federal Laws

and Regulations (1221).

Contact: Human Resources Division.

Budget Function: Health: Health Care Services (551.0).

Organization Concerned: Department of Health and Human Services; Health Care Financing Administration; Electronic Data Systems Federal Corp.

Congressional Relevance: *House* Committee on Ways and Means: Health Subcommittee; *House* Committee on Energy and Commerce: Health and the Environment Subcommittee; *House* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *Senate* Committee on Finance: Health Subcommittee; *Senate* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee.

Authority: Social Security Act. P.L. 92-603.

Abstract: As part of a GAO review of Medicare contracting to identify specific cases of duplicate payments and to help facilitate the recovery of these overpayments, GAO developed a computer program which identified a substantial number of actual and potential duplicate payments made by an Illinois carrier. **Findings/Conclusions:** Of the line items which GAO reviewed, 57 percent represented duplicate payments with allowed amounts totaling about \$21,000. GAO also identified more than 24,000 potential duplicate line-item payments with allowed amounts totaling more than \$2 million. Very few of the duplicate payments had been returned by the beneficiary or provider or otherwise recovered. Medicare instructions provide for the computer to automatically deny a line item if it is an exact duplicate of a line item that has already been processed. However, in some cases, two line items may not be entered exactly the same even though both represent the same service. Because of this, carriers are required to have edits for potential duplicates, and suspect line items are reviewed manually by carrier clerical personnel. For a sample of about 10 percent of the Medicare beneficiaries, 19,706 pairs of line items met the GAO criteria for possible duplicate payments. The carrier could provide complete information on only 32 of 39 pairs for which GAO requested additional information. GAO could not determine why 34 exact matches of duplicate line-item payments were not automatically denied. Claims review procedures did not require that claims examiners be given copies of both claims when a claim is suspended for manual review. Therefore, carrier personnel could not accurately determine if the second claim should be paid. Except for the exact duplicates, the duplicate payment cases GAO identified resulted in large part from clerical errors. **Recommendation To Agencies:** The Secretary of Health and Human Services should ensure that timely action is taken to recover the overpayments identified. The Secretary of Health and Human Services should ensure that timely action is taken to review the more than \$2 million in potential duplicate payments which GAO identified along with those claims with which Electronic Data Systems Federal Corporation experienced processing problems in December 1979.

118318

[Protest Against IFB Contending Restrictive Solicitation]. B-203882.2. May 5, 1982. 3 pp.

Decision re: Amdahl Corp.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: National Aeronautics and Space Administration; Ames Research Center, Moffett Field, CA; Amdahl Corp.; International Business Machines Corp.

Abstract: A firm protested an invitation for bids (IFB) issued by the National Aeronautics and Space Administration (NASA) for the acquisition of an International Business Machines (IBM) computer. The protester contended that the solicitation was unduly restrictive because it did not permit consideration of compatible non-IBM computers. NASA justified the IBM make and model restriction in

the IFB on the basis that IBM will not support the timesharing system (TSS), which included error corrections or software fixes needed by NASA, if it is not on an IBM machine. The protester contended that the restriction of this procurement to only IBM computers was unduly restrictive because: (1) the solicitation is based on the assumption that only IBM can provide TSS support adequate to meet the agency's needs; (2) the NASA conclusion that, where IBM personnel are not familiar with the non-IBM processor, IBM cannot be expected to provide full support services is erroneous; (3) NASA already has an IBM model 4341 which can be used by IBM personnel to solve problems with TSS; and (4) if only IBM can support TSS, then the support should be procured sole source, while the hardware is procured competitively. GAO held that the make and model restriction on the acquisition of a computer was reasonable and not unduly restrictive where it was based on a requirement for software support which the agency reasonably determines is available only on the specified make and model. Accordingly, the protest was denied.

118323

[Request for Reconsideration]. B-201395.2. May 6, 1982. 4 pp. *Decision re:* Association of Soil and Foundation Engineers; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Association of Soil and Foundation Engineers; Federal Highway Administration.

Authority: Automatic Data Processing Equipment Act (40 U.S.C. 541 et seq.). F.P.R. 1-1.302-1(b). Md. Code. §19(5). B-184770 (1977).

Abstract: An association requested reconsideration of a prior decision which denied its protest that the Brooks Act procurement procedures should have been used under a request for proposals (RFP) issued by the Federal Highway Administration (FHWA). The RFP was for centrifuge testing of model pile group foundations. In its request, the protester stated that the RFP specifically estimated the hours of geotechnical engineering that would be needed. The protester argued that mechanical and electrical engineering were needed to perform the contract. In addition, the protester contended that Maryland statutes relative to engineering provide that only a licensed engineer may offer to perform engineering services. Therefore, the protester argued that the decision should have been that the Brooks Act procedures applied to this procurement. This was a contract for research which FHWA required to further its highway program. The Act provides that Government contracts for architectural or engineering (A-E) services shall be negotiated in accordance with the procedure set forth in the Act. This procedure was not applicable in procuring a research contract, where it was unnecessary for the contractor itself to be a professional engineering firm to successfully perform the contract even though the contractor was expected to use engineers. Regarding the protester's argument that only licensed engineers may perform the service, GAO concluded that the contracting agency, within the bounds of sound judgment, is free to decide that a particular award need not be restricted to professional engineering firms, even if the specifications call for the use of engineers. If the agency determines that a contract should be restricted to A-E firms, the Brooks Act selection procedure must be used. Accordingly, the prior decision was affirmed.

118329

Information on the U.S. Employment Service's Programs, Activities, and Functions. HRD-82-71; B-207208. April 30, 1982. *Released* May 10, 1982. 6 pp. plus 2 appendices (30 pp.). *Report to Rep.* Carl D. Perkins, Chairman, House Committee on Education and Labor; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Federally Sponsored or Assisted Employment and Training Programs: Job Service's Assistance to the Unemployed in Finding Jobs (3224).

Contact: Human Resources Division.

Budget Function: Education, Training, Employment, and Social Services: Training and Employment (504.0).

Organization Concerned: Department of Labor; United States Employment Service.

Congressional Relevance: *House* Committee on Education and Labor; *Rep.* Carl D. Perkins.

Authority: Comprehensive Employment and Training Act of 1973. Wagner-Peyser Act (Federal Employment Service).

Abstract: In response to a congressional request, GAO reported on the various functions performed by the U.S. Employment Service, how existing automated systems are used, the ramifications of recent budget cutbacks on the programs, the characteristics of job applicants and Employment Service referrals and placements, a profile of the employment opportunities offered by the Service, employer's opinions of the Service, and linkages between the Service and other employment and training programs. **Findings/Conclusions:** The functions performed by the Service include labor-exchange functions as well as non-labor-exchange functions. Many local officials and employers believe that non-labor-exchange functions detract from the labor-exchange mission. The extent and use of automated systems varies considerably among States and local offices. Nationwide, all States have three systems. None of the three States surveyed plans to expand its use of automation due to scarce resources. Reduced funding has resulted in staff level reductions and the closure of some Service offices. Various measures are planned or have been taken to streamline Service operations; however, Federal requirements limit flexibility as to the use of the resources. Job applicants registered by the Service are usually younger and less well educated than the general labor force, because the Service is often viewed as an exchange medium for only low-paying, low-skilled jobs. Jobs listed with the Service are most often in nonprofessional lesser-skilled occupations and are frequently temporary. Employers contacted would rather use alternative sources such as want ads, private agencies, or their own recruiting efforts. However, employers who had used the Service generally had a favorable impression of it. The Service is usually integrated with local employment or training programs through financial or nonfinancial agreements which reduce duplications of applicant referrals.

118334

[Protest of Noncompetitive Procurements]. B-197259. May 7, 1982. 4 pp.

Decision re: U.S. Financial Services, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: U.S. Financial Services, Inc.; Geological Survey; ITEL Corp.; Department of the Interior: Office of the Inspector General.

Authority: 4 C.F.R. 21. 41 C.F.R. 101-36.4702. F.P.R. 1-1.403. F.P.R. 1-1.1006-4.

Abstract: A firm protested noncompetitive procurements conducted by the Geological Survey on the grounds that they violated applicable regulations and that the prices paid exceeded those obtainable from available competitive sources. The procurements involved the purchase of a quantity of dual-density disk drive features to upgrade single-density disk drives and maintenance services for the disk drives. Originally, the disk drives were leased under a mandatory requirements contract which was later converted to a nonmandatory contract. Subsequently, the leases were converted to purchases. When the Service decided to upgrade several of the units, it placed an announcement of its intended

noncompetitive purchases from its supplier in the Commerce Business Daily (CBD). A delivery order to the supplier was awarded the following day. The Survey later announced, in the CBD, its intention to make a noncompetitive award to the same supplier for maintenance services. After suspending the delivery order to consider an offer from the protester, the Survey rejected the protester's offer and ordered the awardee to proceed with performance. During the development of this protest, the Office of Inspector General (IG), Department of the Interior, initiated a review of all procurement activities between the Survey and the awardee over a period of time including the activities protested in this case. The IG found that the Survey permitted the awardee to replace the disk drives, notwithstanding the fact that it rejected the protester's offer because it could not determine whether it intended to upgrade the installed disk drives or replace them. The IG also found that the Survey: (1) issued single delivery orders rather than combining them, enabling it to avoid the required General Services Administration approval for sole-source procurements over \$50,000; (2) did not synopsise its procurements in the CBD as required by regulations; (3) provided insufficient time for vendor response in some synopses; and (4) in some cases, issued delivery orders before the synopsis was published. These findings indicated that the Survey's actions reduced the possibility of effective competition and confirmed some of the protester's allegations. Accordingly, the protest was sustained.

118336

Assessment of the Administration's Actions and Proposals for Budgetary Savings in FY's 1982-83. PAD-82-34; B-202447. April 20, 1982. 5 pp. plus 3 appendices (39 pp.).

Report to Rep. James R. Jones, Chairman, House Committee on the Budget; by Charles A. Bowsher, Comptroller General. Refer to PAD-83-9, January 3, 1983, Accession Number 120270.

Issue Area: Program and Budget Information for Congressional Use (3400).

Contact: Program Analysis Division.

Budget Function: General Government (800.0).

Congressional Relevance: House Committee on the Budget; Rep. James R. Jones.

Authority: S. 1294 (97th Cong.).

Abstract: GAO was asked to provide information on the status of the Administration's efforts to achieve savings in fiscal year (FY) 1982. In addition, GAO assessed the estimates for savings to be achieved by management initiatives proposed in the FY 1983 budget. **Findings/Conclusions:** GAO found that the Administration has revised its estimates of potential savings and collections that can be achieved in FY 1982. The savings estimates for FY 1982 have increased from \$2 billion to about \$3 billion. Increases in the estimates for debt collection, unresolved audit findings, and foreign military sales account for the major portion of this increase. The estimate for collection of unpaid taxes has increased slightly while the quantifiable estimates for paperwork reduction and defense logistical economies have decreased. The Administration has continued to give high priority to collection efforts on debts and unpaid taxes owed the Government. Savings to be achieved as a result of resolution of previously unresolved audit findings and of paperwork reduction are difficult to estimate because of the lack of available data or systems to monitor and progress and accurately measure the savings. GAO believes that considerable savings could be realized from improvements in Defense logistics, multiyear contracting, and foreign military sales. GAO will continue to monitor the Administration's progress in these areas. Quarterly reports to the Treasury Department are required under the debt collection program, and a system is in place. The Administration has proposed savings of \$20.3 billion in FY 1983, including \$14.8 billion in outlay reduction and \$5.5 billion in increased tax receipts. Of the

\$20.3 billion in estimated savings, \$3.9 billion, or about 19 percent, will require changes in legislation.

118342

[The Federal Reserve Should Move Faster To Eliminate Subsidy of Check Clearing Operations]. GGD-82-22; B-200597. May 7, 1982. 77 pp. plus 8 appendices (22 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Federal Oversight of Financial Institutions: Effectiveness and Efficiency of Central Bank and Fiscal Agent Operations (3909).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Federal Reserve System.

Congressional Relevance: House Committee on Banking, Currency and Housing; Senate Committee on Banking, Housing and Urban Affairs; Congress.

Authority: Depository Institutions Deregulation and Monetary Control Act of 1980 (P.L. 96-221). Federal Reserve Act.

Abstract: GAO undertook a study to determine whether the Federal Reserve System's implementation of pricing for check clearing and automated clearinghouse services had achieved its objective of pricing services without subsidy in a timely manner.

Findings/Conclusions: The Federal Reserve System clears about 40 percent of all checks written in the United States. In 1980, the Federal Reserve spent almost \$280 million clearing about 14 billion checks at an average cost of about 2 cents a check. Expenditures for Federal Reserve check-clearing activities accounted for about 35 percent of the entire Federal Reserve banks' expenditures in 1980. Expenditures for the automated clearinghouse system were about \$16 million in 1980. The Federal Reserve generally has made reasonable judgments in exercising the discretion given to it by the Monetary Control Act over when and how to price specific services. However, GAO believes that the Federal Reserve should take specific actions to establish as soon as practicable a price structure that fully recovers costs for its clearinghouse operations. It should eliminate a subsidy in the check-clearing area that arose due to declining check processing volume and rising expenses. In addition, it should raise the price of automated clearinghouse services. Although GAO recommended establishing a definite timetable for pricing float, GAO does not recommend a specific date. GAO estimates that timely Federal Reserve actions to eliminate subsidies could increase its earnings by about \$175 million for the last half of fiscal year 1982 and about \$175 for fiscal year 1983. Eliminating the subsidies would also provide private sector institutions the opportunity to compete on more equal terms with the Federal Reserve System. **Recommendation To Agencies:** The Board of Governors of the Federal Reserve System should change its policy of subsidizing the commercial use of its automated clearinghouse network. Unless the Federal Reserve can demonstrate that a price less than current average cost is economically justified in achieving a greater volume or reduced loss, the price should be set on the same average cost basis as other prices. If a price less than average cost is economically justified, the amount of such subsidy should be capitalized and amortized over subsequent years. The Board of Governors of the Federal Reserve System should move immediately to set a definite timetable for pricing float at the rate for Federal funds. Implementation of float pricing should begin at the earliest date practicable. Pricing does not need to be delayed until float has been virtually eliminated by operational improvements. The Board of Governors of the Federal Reserve System should review the structure of check-clearing prices, especially prices set by district rather than by office and prices for lower value checks, to be certain that the prices make maximum contribution toward achieving efficient, unsubsidized check-clearing services. The Board of Governors of the Federal Reserve System should prepare financial statements for use in the Annual Report and elsewhere that show clearly both the

revenues and expenditures associated with priced services. Such statements should: (1) indicate the balance between revenue and expenses by major service line; and (2) show the difference between revenues and expenses for pricing services when the private sector adjustment factor is included as an expense. If expense data on priced services are not separately identified on the standard financial statement of earnings and expenses of Federal Reserve banks, a footnote or memorandum note to such statement should indicate where this information can be found. The Board of Governors of the Federal Reserve System should compare actual volume and costs with prior estimates at least quarterly for each district and office and take necessary action to bring costs and revenues into line. The Board of Governors of the Federal Reserve System should review and modify prices, where appropriate, at least every 6 months until sufficient experience is gained to be certain that financial targets can be realized.

118348

[Limited Review of the District of Columbia Board of Elections and Ethics' Voter Registration System]. GGD-82-70; B-207140. April 19, 1982. 10 pp.

Report to Rep. John E. Porter; by Daniel F. Stanton, (for William J. Anderson, Director), GAO General Government Division.

Issue Area: Information Management: Application of Information Technology for More Efficient and Economical Collection, Maintenance and Dissemination of Information (4221); Information Management: Better Use of Information Technology To Achieve Agency Goals (4222).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: District of Columbia; District of Columbia: Board of Elections and Ethics.

Congressional Relevance: House Committee on District of Columbia; House Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on the District of Columbia; Senate Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on Governmental Affairs; Rep. John E. Porter.

Authority: D.C. Code §1-1311(h). D.C. Code §1-1313(d). D.C. Code §1-1313(e).

Abstract: Pursuant to a congressional request, GAO reviewed the District of Columbia's automatic data processing (ADP) operations to determine: (1) how voter registration problems in a recent election might have jeopardized voters' rights, and (2) what steps the D.C. Board of Elections and Ethics should take to secure normal election participation by registered voters. **Findings/Conclusions:** The Board's internal controls over its computerized voter registration process, as well as its software development and maintenance practices, are totally inadequate. The voter registration list used for the recent elections was inaccurate because the Board did not check the accuracy of updates or maintain control over the computerized master file system. Voter master file inaccuracies were discovered, but were not corrected before the election. The computer master file and the manually maintained voter registration card file were not reconciled, nor were they identical. Many voters were inconvenienced because they had to cast challenged ballots. The absence of a full-time Elections Administrator, together with other vacancies in the Elections Office and a lack of written procedures, adversely affected preparations for the elections. In several cases, people could not vote because ballots were not available for them to use. **Recommendation To Agencies:** The Board of Elections and Ethics should: (1) establish policies, standards, and procedures for all aspects of ADP operations such as long-range planning, software development and maintenance, computer processing, computer file library, and computer file backup and disaster recovery; (2) establish written procedures for election

preparations; (3) establish clear lines of authority and responsibility over the ADP unit; and (4) prepare conversion and implementation procedures for the new online voter registration system, including strict internal controls over operation of the system. The Board of Elections and Ethics should adequately staff the Elections Office to prepare for and conduct the upcoming election. The Board of Elections and Ethics should establish strict internal controls over the entire voter registration process, manual and automated, to ensure that all additions, changes, and deletions are handled accurately. The Board of Elections and Ethics should establish strict control and accountability over custody of the computer software, use of the software, and changes to and testing of the software. The Board of Elections and Ethics should verify that the computer software used to produce, update, and print the voter registration list is accurate and reliable. The Board of Elections and Ethics should develop a complete and accurate list of qualified registered voters.

118351

[Misleading Projections for Country Loan Repayment]. ID-82-35; B-207150. May 13, 1982. 5 pp. plus 2 enclosures (7 pp.).

Report to Donald T. Regan, Secretary, Department of the Treasury; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Foreign Military Sales and Other U.S. Military Assistance (0605).

Contact: International Division.

Budget Function: International Affairs: Military Assistance (152.0).

Organization Concerned: Department of the Treasury; Defense Security Assistance Agency; Agency for International Development; Export-Import Bank of the United States.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Foreign Operations Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Foreign Operations Subcommittee.

Authority: Foreign Assistance Act of 1974.

Abstract: GAO performed a loan-by-loan reconciliation of the data bases which the Department of the Treasury and certain agencies keep on debts owed to the United States. The data bases are used for reporting to Congress on the value of U.S. foreign assistance loans and guarantees outstanding by category and country and for making debt-service projections. The projections are also used by agencies to analyze the economic situation in various countries, make economic forecasts, develop policy options, and prepare budget estimates and congressional presentations. **Findings/Conclusions:** Debt-service projections for loans administered by the Defense Security Assistance Agency (DSAA), the Agency for International Development (AID), and the Export-Import Bank (Eximbank) are not accurately reflected in Treasury projections. Treasury projections differ from fiscal year 1982 agency projections by 78 percent for AID and 45 percent for DSAA loans. The degree of inaccuracies between Eximbank records and Treasury projections could not be determined because Eximbank does not produce a debt-service projection. The problems inherent in the present method of debt projection by Treasury include: difficulty in adjusting projections to reflect debt reschedulings; erroneous information contained in Treasury's central files; and computer controls that exclude loans from the data base without a fixed rate of interest, whereas agencies are moving away from fixed-interest rates to variable-rate interest loans. The use of original interest rates can materially distort estimated interest payments, given the wide swings experienced in the capital market. Erroneous information in Treasury's data base cannot be identified through the use of existing computer controls and will continue to plague the quality of Treasury's output unless corrected. Some of the more common errors include: loans which are repayable in local currency project-

ed as loans repayable in dollars, incorrect last payment dates, incorrect repayment schedules, missing loans committed before the Treasury cutoff date, and amortization bases which are not adjusted to reflect loan sales and other adjustments. **Recommendation To Agencies:** The Secretary of the Treasury should require reporting agencies to update annually the projected interest rates. The Department of the Treasury should furnish the data base to reporting agencies for annual verification and reconciliation. The Secretary of the Treasury should develop and implement procedures that remove rescheduled interest and amortization payments and roll these payments into a rescheduled loan at the same time the administering agencies adjust their own projections for debt rescheduling. Special procedures should be developed for debt-service projections.

118373

Examination of the Federal Aviation Administration's Plan for the National Airspace System--Interim Report. AFMD-82-66; B-206887. April 20, 1982. Released April 27, 1982. 7 pp. plus 7 appendices (63 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing; Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Transportation Systems and Policies; Economy, Effectiveness, and Efficiency in the Management of FAA's Activities and Functions (2475).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Federal Aviation Administration; Department of Transportation.

Congressional Relevance: House Committee on Government Operations; House Committee on Science and Technology; House Committee on Appropriations: Transportation Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Transportation Subcommittee; Rep. Jack Brooks. Authority: P.L. 89-306.

Abstract: GAO was asked to review the Federal Aviation Administration's (FAA) planning, management, and acquisition of automated systems for air traffic control and management purposes, and the plan for upgrading the current computer and communications systems for air traffic control and making extensive improvements to the National Airspace System (NAS). **Findings/Conclusions:** The stated aims of the NAS plan are: (1) consolidation of facilities; (2) standardization of computer hardware and software; and (3) greater reliance on automation for improved safety, fuel efficiency, and productivity. To determine if the plan's objectives are reasonable, they should be quantified, linked to implementing systems and actions, and compared with their associated cost. The plan needs more detail to support: increased future demands, improved safety and services, reduction of operating costs, and replacement of facilities and equipment. It should also include cost information on individual programs, projects, or systems as well as information on the plan's benefits and savings. A major issue is whether FAA will comply with Public Law 89-306 in procuring computers for the air traffic control (ATC) system. Although GAO has recommended that FAA comply with the law and with General Services Administration implementing procedures for computer procurements, in a testimony before a congressional committee, an FAA official said that the agency does not intend to do so. Serious omissions have been made in planning the procurement of computer systems and, as a result, FAA is procuring new computers that may not be needed. FAA has experienced many problems in developing less complex ATC automation and related projects. The successful implementation of the NAS plan depends on many factors, including the support of all parties

involved. To have lasting use, the plan must be revised annually. **Recommendation To Agencies:** The Secretary of Transportation should direct FAA to cancel its procurements for replacing the regional computer systems and the computer for the Aeronautical Center. The Secretary of Transportation should direct FAA to prepare a long-range plan to obtain needed processing and telecommunication capability. The Secretary of Transportation should direct FAA to conduct a comprehensive information requirements analysis including the identification and ranking by priority of future software applications

118379

[Protest of Army Contract Awards]. B-206881, B-206881.2. May 14, 1982. 16 pp.

Decision re: M/A COM Sigma Data, Inc.; C3, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: C3, Inc.; M/A COM Sigma Data, Inc.; Federal Data Systems Corp.; Department of the Army: Defense Supply Service.

Authority: 4 C.F.R. 21.10. 55 Comp. Gen. 1362. 51 Comp. Gen. 479. 56 Comp. Gen. 958. D.A.R. 3-805.3(d). D.A.C. 76-17. B-197123 (1980). B-195091 (1979).

Abstract: Two firms protested the award of two Army contracts for computer equipment and services to another company. One firm argued that the Army: (1) improperly evaluated its pricing proposal; (2) should not have evaluated a discount offered by the awardee in light of the prohibition in the solicitation; and (3) applied evaluation criteria to its and the awardee's proposals which were not set forth in the solicitation. Both firms argued that the Army conducted negotiations after receipt of best and final offers in that it permitted the awardee the opportunity to modify its proposal. While one firm has filed suit in a U.S. district court seeking to enjoin the Army from taking further action with respect to the contracts awarded, GAO has agreed to consider the matter, because the Court requested GAO to render a decision. GAO has held that a protest of the cost evaluation of a proposal will be denied where: an agency has performed a reevaluation taking the protester's objections into account, reevaluation was reasonable, and the awardee's offer was still found to be the lowest cost. An offeror proposing a systems price that is less than its total hardware components price list is not a prohibited discount. An agency may contact offerors to clarify minor uncertainties in proposals so long as no offeror is given an opportunity to modify or revise its proposal. After the award selection has been made, the acceptance of voluntary submissions from the awardee does not constitute discussions and may be accepted by the agency. A change under these circumstances does not warrant another round of best and final offers. Accordingly, since GAO found no wrongful actions on the parts of the agency or the awardee, the protest was denied.

118382

[Promoting Sound Financial Management in the Federal Government: The Role of GAO for the 1980's and Beyond]. March 17, 1982. 11 pp.

Speech before the Association of Government Accountants; National Association of Accountants; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Abstract: The Comptroller General addressed a meeting of accountants concerning the promotion of sound financial management within the Federal Government. Strong policy and program decisions based on improved financial management are crucial to restoring public confidence in government at all levels. Federal officials are faced with establishing effective control over the budget,

while within a few years the focus of many financial operations may shift from the Federal to other levels of government. This raises the question as to whether financial management systems within agencies at all levels of government are capable of accounting for and controlling such vast expenditures. Gaps and disparities exist between the separate and sometimes uncoordinated planning, budgeting, program management, accounting, auditing, and evaluation systems that have been installed in the Federal Government. A high priority has been established for GAO to break down the excessive compartmentalization of analysis and control functions in Federal agencies. GAO has recommended that consideration be given to funding programs for periods of 2 years or more and, perhaps, staggering the times at which appropriations would be required to reduce the number of funding decisions to be made each year. There is a need for the creation of a high-level budget study group to act as a catalyst for badly needed changes in budgetary concepts and procedures. GAO is in the process of developing a conceptual framework under which the current accounting principles and standards can be examined to determine what financial reporting disclosures should be made, to whom they apply, and where they should be made. In the past few years, audit efforts have disclosed numerous instances where Government agencies are operating control systems vulnerable to physical losses and waste of property and money, as well as susceptible to fraudulent or otherwise improper acts. Most fraud and abuse occurs because internal controls are either not in place or are not followed. Legislation has been proposed in Congress that would establish in each agency a continuous process of internal control system review and congressional reporting on internal control status. Widespread use of the computer is revolutionizing internal control systems. A systems-based approach to auditing will have a tremendous impact on understanding and evaluating the effectiveness of internal controls.

118383

[Important Changes in Government To Improve Financial Management]. April 20, 1982. 10 pp.

Speech before the Association of Government Accountants: Northern Virginia Chapter; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Association of Government Accountants: Northern Virginia Chapter.

Abstract: The Comptroller General spoke about changes in Government designed to improve financial management. Citizens and public officials are asking questions about financial management and about the adequacy of financial controls over governmental operations. Improving financial management must become a top priority for Government financial managers, and one of the most cost-effective tools to improve financial management is a strong system of internal controls. To meet this need, Congress has proposed legislation which will permanently establish internal controls as a high priority issue. It would require department and agency heads to report annually to Congress on the quality of agency internal control systems and the means by which the systems are monitored. A second important development in Government financial management is the single audit concept. It emphasizes a review of the internal controls of the entity being audited rather than a detailed audit of each grant. It also provides an improved audit base for performing selective audits to satisfy specific user needs such as those concerning detailed compliance issues as well as economy and efficiency or program results. The reliance on audit as a major accountability mechanism will become increasingly important as greater responsibility and authority is passed on to the State and local level and as traditional forms of Federal agency oversight are deemphasized. A third important development in Government is the establishment of a forum for improved financial reporting. One of the ways of doing this is the establishment and observance

of accepted accounting principles and standards. Many agencies maintain marginal systems which do not function the way they are intended, nor provide information needed by financial managers to assist them in controlling and accounting for activities under their direction. Agencies frequently install and operate systems without having them reviewed or approved by GAO. There is now a critical need to establish a mechanism to act as a catalyst to bring about major changes in the budget process since Congress is finding it difficult to use budget information to help assess program results and set national priorities. GAO has also become increasingly concerned about the great potential for ineffective and inefficient use of advanced data processing technology.

118384

Improving the Effectiveness and Acquisition Management of Selected Weapon Systems: A Summary of Major Issues and Recommended Actions. MASAD-82-34; B-198192. May 14, 1982. 123 pp. plus 1 appendix (3 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Procurement of Major Systems: Congressional Information on the Issues Concerning Systems for Which Funds Are Requested (3001).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Army; Department of the Navy; Department of the Air Force.

Congressional Relevance: Congress.

Abstract: GAO summarized its reports on 24 major defense systems, the principal issues found to be common among the weapon programs, and its recommendations on those programs. **Findings/Conclusions:** The planned growth in defense expenditures over the next few years makes it imperative that the Department of Defense (DOD) exercise tight control over the development and acquisition of weapon systems. Two general types of issues were identified in the reports. About one-third of these issues would have a direct impact on the weapon systems' effectiveness in accomplishing its intended mission; the remaining two-thirds are program acquisition issues requiring management decisions or improvements. Since the systems are in various stages of the acquisition process, each issue may become more or less serious over time depending on how DOD chooses to address it. Recommendations were made to Congress and the Secretaries of Defense, the Navy, and the Air Force addressing problem areas. The potential impact of these recommendations and observations include minimizing risk and ensuring effectiveness, improving disclosure to Congress, affirming requirements, evaluating alternatives, reducing cost, and improving program management.

118392

[Protest Alleging Restrictive Solicitation Specifications]. B-206812. May 17, 1982. 2 pp.

Decision re: Electronic Systems U.S.A., Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Electronic Systems U.S.A., Inc.; Department of the Navy: Naval Facilities Engineering Command.

Authority: 4 C.F.R. 21.2(a). B-203523 (1982). B-204382.4 (1981).

Abstract: A firm protested the specifications of a Navy solicitation for automatic space temperature control systems. The protester contended that an amendment requiring that certain supervision and programming be provided by a specific firm was unduly restrictive of competition. The firm protested to the Navy on the date scheduled for bid opening, and the Navy opened the bids as scheduled without further amendment. By letter, the Navy subsequently denied the firm's protest. The firm then lodged a protest

with GAO. Bid protest procedures require that, where a protest has been filed with a contracting agency, any subsequent protest to GAO must be filed within 10 working days after the protester has received notice of the contracting agency's initial adverse action. In this case, the Navy opened bids the same day that it received the firm's protest. This constituted the Navy's initial adverse action on the protest. Since the protest was not filed within the proper timeframe, it was dismissed as untimely.

118398

[Protest of NASA Contract Award]. B-205016. May 17, 1982. 3 pp. *Decision re: LogE/Spatial Data Systems, Inc.*; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: National Aeronautics and Space Administration; Langley Research Center, Hampton, VA; LogE/Spatial Data Systems, Inc.

Authority: NASA Procurement Reg. 2.202-5(f). B-189947 (1977). B-195959 (1980). B-203391.4(1) (1982).

Abstract: A firm protested the award of a contract, contending that its low bid was improperly rejected as nonresponsive because of unsolicited descriptive literature submitted with its bid. The agency rejected the bid because the product described in the protester's literature did not meet the specifications in several areas and there was no indication that the protester intended to make any modifications to the product to comply with the specifications. The protester contended that the rejection was improper, since a cover letter unequivocally stated that the equipment would be delivered in compliance with the specifications and that its unsolicited descriptive literature should not have been considered. In addition, the protester stated that, even if it were proper for the agency to evaluate the literature, it erred in concluding that the product did not meet the solicitation's technical requirements. The agency's procurement regulations state that unsolicited descriptive literature should not be considered as qualifying a bid unless it is clear from the bid that the bidder intended the descriptive literature to qualify the bid. However, since the protester described the model named in the literature as the model offered, GAO believed that the contracting officer was required to consider the literature as qualifying the bid. The fact that the same letter stated that the model offered would meet the specifications did not alter this conclusion. The protester did not show how its product could be altered to meet the specifications. GAO held that the ambiguity in the bid created by the literature submitted with it properly resulted in the agency rejecting the bid as nonresponsive. Accordingly, the protest was denied.

118400

[Approval of the Design of the Defense Logistics Agency, Defense Fuel Automated Management System]. AFMD-82-77; B-159797. May 11, 1982. 1 p.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Charles A. Bowsher, Comptroller General.

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Review and Approval of Accounting Systems (998.2).

Organization Concerned: Department of Defense; Defense Logistics Agency.

Abstract: GAO reviewed the design of the Defense Logistics Agency's Defense Fuel Automated Management System. **Findings/Conclusions:** GAO approved the design of the system as conforming in all material respects with the approved accounting principles and standards of the Office of the Secretary of Defense and Defense agencies.

118409

Federal Information Systems Remain Highly Vulnerable to Fraudulent, Wasteful, Abusive, and Illegal Practices. MASAD-82-18; B-198551. April 21, 1982. *Released* May 19, 1982. 6 pp. plus 5 appendices (29 pp.).

Report to Rep. Glenn L. English, Chairman, House Committee on Government Operations: Government Information and Individual Rights Subcommittee; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Automatic Data Processing: New ADP Technology (0156); Federal Information Management: Automated Systems Security (1403).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: Security of ADP Systems (990.6).

Organization Concerned: Office of Management and Budget; Office of Personnel Management; General Services Administration; Department of Commerce; National Bureau of Standards.

Congressional Relevance: *House* Committee on Government Operations; *Government Information and Individual Rights Subcommittee*; *House* Committee on Government Operations; *House* Committee on Appropriations; *House* Committee on the Budget; *Senate* Committee on Governmental Affairs; *Senate* Committee on Appropriations; *Senate* Committee on Budget; *Rep.* Glenn L. English.

Authority: Paperwork Reduction Act of 1980. Automatic Data Processing Equipment Act (P.L. 89-306). P.L. 87-847. OMB Circular A-71.

Abstract: GAO was requested to evaluate the information security programs in the executive agencies. Specifically, GAO was asked to address: (1) whether the Office of Management and Budget (OMB) guidelines, if fully implemented by the executive agencies, provide an acceptable level of protection over information systems; (2) whether the central agencies fulfill their Government-wide information security program responsibilities; (3) what the executive agencies are doing to implement Government-wide information security program policy and guidance; and (4) what the executive agencies must do to achieve a reasonable level of protection over their automated information systems, particularly those using telecommunications networks. An examination was made of the vulnerability of automated information systems in the executive agencies to abusive and unauthorized practices. **Findings/Conclusions:** GAO found that: (1) OMB Circular A-71 was not sufficiently comprehensive to provide needed policy and guidance to executive agencies for establishing reasonable levels of protection; (2) the central agencies have not fulfilled their automated information security program responsibilities; (3) executive agencies are doing little to implement information security program policy and guidance; (4) executive agencies have not developed and maintained a total system of controls to eliminate the fraudulent, wasteful, abusive, and illegal practices to which their automated information systems have been and are being subjected. These conditions have precluded the establishment and maintenance of a reasonable level of protection over automated information systems used by executive agencies. GAO noted the following specific problems: (1) deficiencies in OMB Circular A-71 have left some executive agencies confused as to the nature and extent to which it should be implemented and its application to the automated systems; (2) the ineffective information security programs of the central agencies have been a primary contributing factor to the continuing vulnerability of the automated information systems in the executive agencies; and (3) the increasing Federal investments in automated information systems have resulted in growing vulnerability to fraudulent, wasteful, abusive, and illegal practices because greater concentrations of information are accessible from remote terminals. **Recommendation To Agencies:** The Directors of OMB, the Office of Personnel Management, and the National Bureau of Standards should collaborate with the Administrator of General Services to cross reference completely their information security standards and

guidelines in the Federal Property Management Regulations. The heads of executive departments and agencies should include, with their next budget request, a report describing the actions taken to implement the plan and to implement recommendations made by the agency internal review group. The heads of executive departments and agencies should identify a time schedule and resource requirements for implementing the plan. The heads of executive departments and agencies should identify, in accordance with a revised Transmittal Memorandum 1, the vulnerabilities and risks associated with their automated information systems and develop a new plan for establishing a reasonable level of protection over those systems. The Director of OMB should fully implement other OMB responsibilities as specified in the Paperwork Reduction Act of 1980 and as they relate to information security programs involving Federal automated data processing systems and telecommunication networks. The Director of OMB should develop procedures for ensuring executive agencies' implementation of their automated information security program plans. Implementation of these plans should be integrated into the budget process so that major automated information systems are designed, developed, operated, and maintained with a reasonable level of protection. Each system should have a restricted statement of the potential vulnerabilities, the specific security program to be used, and the expected level of risk when the security program is implemented; that is, what vulnerabilities will exist even with the implementation of the security program. The Director of OMB should require executive agencies to submit to OMB, for review and approval, new plans for establishing and maintaining a reasonable level of protection over their automated information systems, in accordance with a revised Transmittal Memorandum 1. This includes establishing and maintaining an effective internal evaluation of their automated information security programs. The Director of OMB should revise OMB Circular A-71, Transmittal Memorandum 1, to: (1) identify the minimum controls necessary for ensuring a reasonable level of protection over personal, proprietary, and other sensitive information; (2) clarify the interrelationship between Transmittal Memorandum 1 and policy and guidance on safeguarding information classified for purposes of national security; (3) clarify when executive agencies must afford the same level of protection against unauthorized disclosure of personal, proprietary, and other sensitive information as they do to information classified for purposes of national security; and (4) establish policy and specific guidance for achieving a reasonable level of protection over those systems, using telecommunication networks. The Director of OMB should provide advice and guidance on the acquisition and use of automated data processing and telecommunications equipment and coordinate, through the review of budget proposals and other methods, agency proposals for acquisition and use of such equipment. Implementation of this responsibility combined with a review of agencies' plans for establishing and maintaining a reasonable level of protection over their automated information systems will help ensure implementation of such plans. The heads of executive departments and agencies should establish internal review audit programs which will periodically evaluate and report on the level of protection actually provided over automated information systems. The central agencies must work together more cooperatively to coordinate policies, principles, standards, and guidelines for information protection to substantially reduce the vulnerabilities and risks presently associated with executive agencies' automated information systems. The Director of OMB should initiate and review proposals for changes in legislative regulations, and agency procedures to improve automated data processing and telecommunications practices to ensure a reasonable level of protection over personal, proprietary, and other sensitive information as developed and maintained by the executive agencies. The Director of OMB should, through a review of budget proposals, inform the President and Congress of the progress made to develop and maintain a reasonable level of protection over personal, proprietary, and other sensitive information in the executive agencies. The Administrator of General Ser-

vices should completely cross reference OMB, National Bureau of Standards, and Office of Personnel Management information security policies, principles, standards, and guidelines in the Federal Property Management Regulations to eliminate the confusion that presently exists with their use. The Director of OMB should monitor the effectiveness of, and agencies' compliance with Public Law 87-847 the Federal Telecommunications Fund; and Public Law 89-306, often called the Brooks Act

118413

Improvements Needed in Operating and Using the Army Automated Facilities Engineer Cost Accounting System. AFMD-82-27; B-207031. May 19, 1982. 15 pp.

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Accounting Systems Implemented and Operating Consistent With Designs Approved by GAO (2812).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1); Financial Management and Information Systems: Review and Approval of Accounting Systems (998.2).

Organization Concerned: Department of the Army.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Congress.

Authority: Accounting and Auditing Act.

Abstract: GAO reported on the need for the Army to improve its automated Facilities Engineer Job Order Cost Accounting System and to better utilize it in managing the operation and maintenance of real property facilities. The review was made to determine whether the Army was operating and using the system in accordance with the approved system design. **Findings/Conclusions:** The Army has invested much time and money in designing and implementing this cost and accounting system. By 1982, it had been implemented at about 70 installations. Ultimately, the Army plans to extend the system to about 150 installations around the world. However, users have not been convinced that the system is sound and that could lead to more efficient and effective operations. At the installations, cost accounting system data were not being effectively used to manage facility engineer operations. Managers were not being held fully accountable for project costs incurred. At the installations visited, reported actual costs incurred on about 80 percent of the projects varied by more than 10 percent from the estimated costs. On 40 percent of the projects reviewed, reported actual costs varied by more than 50 percent from estimated costs. Managers did not research these variances and, therefore, did not know why they occurred or how to correct them. Because managers were not using the system, personnel had little incentive to see that system data were accurate, complete, and timely. GAO approved the system design 5 years ago with the understanding that certain problems would be corrected, but this has not been fully accomplished. Adequate training has not been provided to user personnel. Because cost reports produced by the system are so lengthy and do not present data in convenient formats, facility managers have been reluctant to use them. GAO believes that, with the incorporation of the design changes, the system is worthwhile. **Recommendation To Agencies:** The Secretary of Defense should take these actions before the system is implemented at the remaining installations scheduled for conversion. The Secretary of Defense should direct the Secretary of the Army to: (1) direct installation operating personnel to prepare and enter cost information into the system in an accurate, complete, and timely manner; (2) revise cost report formats to permit ready use by management and to include more use of management exception

reports; (3) correct the two system design deficiencies which GAO identified when it approved the system; (4) adequately train system users to operate the system and use its reports; and (5) make sure through periodic review that managers use the cost data and other information contained in the automated Facilities Engineer Job Order Cost Accounting System to effectively maintain and operate Army facilities.

118431

Uncollected Rent Continues To Reduce Revenue for the District of Columbia. GGD-82-55; B-203834. May 20, 1982. 16 pp. plus 1 appendix (7 pp.).

Report to Marion S. Barry, Jr., Mayor, District of Columbia; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Food: Non-Line-of-Effort Assignments (1751).

Contact: General Government Division.

Budget Function: General Purpose Fiscal Assistance: Other General Purpose Fiscal Assistance (852.0).

Organization Concerned: District of Columbia; District of Columbia: Department of Housing and Community Development.

Congressional Relevance: House Committee on District of Columbia; House Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on Governmental Affairs: Governmental Efficiency and the District of Columbia Subcommittee; Senate Committee on Appropriations: District of Columbia Subcommittee.

Abstract: GAO evaluated the District of Columbia's efforts to record, bill, and collect accounts receivable to determine whether the District is collecting all rents that should be collected and whether procedures, accounting methods, and collection actions are supporting the revenue effort. **Findings/Conclusions:** The District continues to lose large amounts of revenue annually, because it fails to effectively manage rent collections from public housing and urban renewal tenants, thereby requiring increased levels of Federal subsidies or additional District funding. GAO was unable to determine the annual rental loss for fiscal year 1981 due to poor recordkeeping and documentation, but GAO believes that the District is losing substantial amounts. Delinquent rents for both programs amounted to about \$4.2 million for fiscal year 1981 with over \$2 million uncollectible. Collection efforts have been hampered due to a failure to maintain accurate accounts receivable for both public housing and urban renewal properties. Public housing financial records, although automated, do not provide accurate and reliable delinquent rent balances which can be used to identify delinquent tenants. The documents which substantiate automated financial records are not regularly maintained and actions taken against delinquent tenants are not recorded in the tenant files or elsewhere. Housing managers do not uniformly apply collection actions, allowing many tenants to remain delinquent. Urban renewal tenant financial records are not automated and do not show current rent balances, because they are not maintained in a timely and accurate manner. Even when delinquencies are identified, vigorous collection actions are not pursued. **Recommendation To Agencies:** The Mayor of the District of Columbia should direct the Department of Housing and Community Development to initiate legal action against urban renewal tenants where such action is appropriate and necessary to collect delinquent rent and establish and use procedures for eviction in appropriate cases. The Mayor of the District of Columbia should direct the Department of Housing and Community Development to establish and use uniform collection procedures for public housing and urban renewal tenants. The Mayor of the District of Columbia should direct the Department of Housing and Community Development to bring all urban renewal property tenant accounts up to date and require that the accounts be periodically reviewed to better assure they are kept up to date. The Mayor of the District of Columbia should direct the

Department of Housing and Community Development to begin taking prompt, aggressive, and consistent collection action against newly identified delinquent tenant accounts and initiate action to verify and collect amounts of delinquent rent due from older delinquent accounts on a prioritized case-by-case basis. The Mayor of the District of Columbia should direct the Department of Housing and Community Development to immediately institute procedures guaranteeing a timely and accurate automated tenant billing system and organized and easily accessible manual delinquent tenant files which can be used to verify the automated system.

118452

Progress Made in Federal Human Nutrition Research Planning and Coordination; Some Improvements Needed. CED-82-56; B-206828. May 21, 1982. 54 pp. plus 9 appendices (27 pp.).

Report to Rep. George E. Brown, Jr., House Committee on Science and Technology: Science, Research and Technology Subcommittee; Rep. Doug Walgren, Chairman, House Committee on Science and Technology: Science, Research and Technology Subcommittee; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Health: Extent of the Development, Dissemination, and Use of Health Information in the Health Care System (1267); Food: Adequacy and Focus of Federal Support of Human Nutrition Research (1756).

Contact: Community and Economic Development Division.

Budget Function: Agriculture: Agricultural Research and Services (352.0); Health: Health Research (552.0).

Organization Concerned: Department of Agriculture; Department of Health and Human Services; Office of Science and Technology Policy; National Institutes of Health.

Congressional Relevance: House Committee on Science and Technology: Science, Research and Technology Subcommittee; House Committee on Agriculture; House Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Rep. George E. Brown, Jr.; Rep. Doug Walgren.

Authority: Science and Technology Policy, Organization, and Priorities Act. Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35). Food and Agriculture Act of 1977 (P.L. 95-113). Agriculture, Rural Development, and Related Agencies Appropriation Act, 1979 (P.L. 95-448). Agriculture and Food Act of 1981 (P.L. 97-98).

Abstract: In response to a congressional request, GAO reported on the planning and coordination of federally supported human nutrition research. **Findings/Conclusions:** Considerable progress has been made within and among Federal human nutrition research departments and agencies since Congress called for improved coordination in the Food and Agriculture Act of 1977. The Office of Science and Technology Policy (OSTP) has been a major contributor to, and a catalyst for, improved coordination of nutrition research and has set the groundwork for developing an improved Federal coordinated nutrition research planning system. The Department of Agriculture (USDA) and the Department of Health and Human Services (HHS) have established nutrition coordinators and policy and coordination groups to deal with crosscutting nutrition issues. GAO believes that these coordination efforts should be continued and maintained as some of the Federal departments reorganize or revise their nutrition research programs. Coordination within USDA is critically needed because of the recent decentralization of its nutrition information functions from its nutrition research functions. Nutrition research departments and agencies need to more clearly plan their research efforts with others through a Federal nutrition research plan. An OSTP report on human nutrition research is a first step toward developing such a plan, but the six areas discussed in the report should be developed and expanded into a single research plan which would include an

assessment of needs, priorities, and strategies. Existing agency nutrition research plans are either too narrow in scope or are missing certain key planning components. **Recommendation To Agencies:** The Secretary of Health and Human Services should direct the Director of the National Institutes of Health to: (1) include other Federal nutrition research center representatives as participants in the planned Clinical Nutrition Research Unit (CNRU) site visits, or revisits; and (2) prepare a summary report on the CNRU reviews and provide the information to other Federal nutrition research administrators and other interested parties, such as the appropriate congressional committees and the scientific community. This report should include an assessment of all seven CNRU's. The Secretaries of Agriculture and Health and Human Services, in developing their plan, should address the need to obtain expert and user advice and comments from nutritionists and other scientists; library, computer, and budget specialists; congressional staff; and others external to the Federal departments to help the Secretaries develop a system that will provide research information and cost data that is timely, useful, comprehensive, reliable, and widely accepted by Congress, the executive agencies, and the nutrition community. The Director of OSTP should direct the OSTP Joint Subcommittee on Human Nutrition Research to develop a Federal nutrition research plan by updating and expanding its December 1980 report on federally supported human nutrition research. In updating the report, the Subcommittee and the Federal departments and agencies should work together to develop specific goals, objectives, and strategies and to identify the responsibilities of the Federal departments and agencies and the required resources and timeframes to accomplish the research goals. The Secretary of Agriculture should revise the charter of the Human Nutrition Board of Scientific Counselors to reflect the USDA reorganization, including the nutrition activities transferred to the Assistant Secretary for Food and Consumer Services. The Secretary of Agriculture should amend Memorandum No. 2030, dated April 9, 1981, which established the Human Nutrition Board of Scientific Counselors, to include USDA officials and ex officio Board members and exclude them from serving as chairman and vice chairman of the Board.

118455

[The Operations of the Railroad Retirement Board]. May 21, 1982. 12 pp.

Testimony before the House Committee on Government Operations: Manpower and Housing Subcommittee; by Peter J. McGough, Associate Director, GAO Human Resources Division.

Contact: Human Resources Division.

Organization Concerned: Railroad Retirement Board; Department of the Treasury.

Congressional Relevance: House Committee on Government Operations: Manpower and Housing Subcommittee; House Committee on Energy and Commerce: Commerce, Transportation, and Tourism Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee. **Authority:** Congressional Budget and Impoundment Control Act of 1974. Omnibus Budget Reconciliation Act of 1981. Railroad Retirement Act of 1974.

Abstract: GAO discussed the progress the Railroad Retirement Board has made in responding to its problems and the status of the internal audit function at the Railroad Retirement Board. The Board needs to improve the accuracy, timeliness, and uniformity of eligibility decisions and payments to beneficiaries and to make more effective use of its resources in other areas as well. The actions that the Board needs to take are grouped under three headings: (1) claims processing, (2) investment opportunities, and (3) internal audit. Claims processing has: (1) large backlogs in claims processing and benefit adjustments; (2) an inadequate work measurement system; (3) insufficient monitoring of applicants' eligibility and weak quality controls; and (4) delayed reconciliations of

employers' tax and compensation reports. The Board began a system to automate the manual operations used in claims processing, and a new work measurement system has been implemented. For some eligibility requirements, the Board had no monitoring system and relied on self-reporting by beneficiaries, but for others the Board had procedures for continuous monitoring that were not always used. This increased the likelihood of overpayments and hardships for beneficiaries when the overpayments had to be collected. Also, the Board lacked a comprehensive quality control program to identify erroneous payments for major beneficiary groups and high-risk situations in need of more monitoring. A study was authorized to determine the best responses to the eligibility monitoring and quality control problems. The Board must be more flexible and dynamic in managing its investments. The Treasury agreed to give the Board more control over the investment of its funds. Treasury and the Board began a float arrangement which allows the Board to earn from 2 to 5 additional days of interest each month on benefit payments not paid by direct deposit. The Board's internal audit activities were limited in scope. These limited efforts were attributable to a manpower shortage in the staff's many administrative duties which did not relate to performing audits. Some progress has been made in developing a comprehensive internal audit program. GAO strongly supports the concept of a statutory Inspector General and its independent status.

118460

[Management of DOD's Shelf-Life Program--Better, but Still in Need of Improvement]. PLRD-82-84; B-207388. May 25, 1982. 11 pp. **Report** to Caspar W. Weinberger, Secretary, Department of Defense; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Proper Management of Unneeded Property (3816).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Defense-Related Activities (054.0).

Organization Concerned: Department of Defense.

Congressional Relevance: House Committee on Appropriations; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: GAO reviewed the management of the Department of Defense (DOD) Shelf-Life Program which covers supply items with inventories valued at about \$1 billion. **Findings/Conclusions:** Since the last review, DOD has appointed an Administrator with overall responsibility for the Shelf-Life Program, and DOD has taken other initiatives to improve program management. GAO found that the ability of the Administrator and other interested parties to evaluate the program's effectiveness is hampered because a critically needed management reporting system has not been implemented. Such a critically needed management reporting system intended to overcome this problem has been allowed to slip far beyond its originally anticipated completion date. This reporting system would significantly enhance the Shelf-Life Program Administrator's capability to fulfill his responsibilities. One of the primary goals of the DOD Shelf-Life Program is to minimize the risk of shelf-life expiration before issuance, that is to keep disposal of shelf-life material to a minimum. Inconsistent and ineffective management practices continue to impair the shelf-life program. Other continuing problems exist because: (1) inventory control points (ICP) make many errors when designating items for inclusion in the program; (2) the Air Force storage activities do not apply shelf-life management controls to many items designated for shelf-life management by non-Air Force ICP's; (3) military storage activities have not corrected longstanding deficient shelf-life management practices, although these deficiencies have been reported many times.

Recommendation To Agencies: To improve the accuracy of shelf-life designations assigned by inventory control points, the Secretaries of the military services and the Director of the Defense Logistics Agency should require their inventory control points to implement formal programs to: (1) thoroughly review contracts for recommendations regarding the shelf life of items entering the supply system; and (2) periodically reevaluate assigned shelf-life designations of items in the supply systems to validate the need for continued shelf-life controls. The Secretary of Defense should direct the Secretary of the Air Force and the Administrator of the Shelf-Life Program to jointly evaluate the costs and benefits the Air Force's policy of not employing intensive management procedures for many items designated as shelf-life items by various inventory control points. If the Air Force policy is cost effective, it should be adopted DOD-wide; if not, the Air Force should abandon the policy. The Secretary of Defense should direct the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics) to make sure the shelf-life management reporting system is implemented without further delay.

118465

[Protest of Department of Commerce Contract Award]. B-207424. May 24, 1982. 2 pp.

Decision re: International Systems, Inc.; by Harry R. Van Cleave, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: International Systems, Inc.; Department of Commerce.

Authority: 4 C.F.R. 21.2(b)(2). B-204612 (1981).

Abstract: A firm protested the Department of Commerce's award to another company of a contract for software programs. The protester's complaint was that it never received a copy of the solicitation and was improperly excluded from competition. However, the protester did not file its complaint with GAO within 10 working days after learning that the contract had been awarded to another company. Therefore, according to bid protest procedures, the protest was untimely filed. Accordingly, the protest was dismissed.

118481

[Improvements Can Be Made in U.S. Mariners Special Warning System]. February 9, 1982. 2 pp.

Report to Admiral H. E. Shear, Administrator, Maritime Administration; by John D. Redell, Group Director, GAO International Division.

Refer to ID-76-33, February 11, 1976, Accession Number 099951.

Issue Area: Automatic Data Processing: GAO-Developed ADP Guidelines To Assist in Computer-Related Management and Control Problems (0153).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: Maritime Administration; Department of State: Office of Maritime Affairs; Defense Mapping Agency.

Abstract: GAO reviewed the actions taken on recommendations made in a prior report on the need to institutionalize and formalize the U.S. Mariners Special Warning System. **Findings/Conclusions:** GAO found that the recommendations have been implemented and that the mechanisms for issuing special warnings in a timely manner are in place. The Department of State's Office of Maritime Affairs, which is responsible for deciding on the issuance and timing of special warnings, had generally met its responsibilities in this regard. However, the Office does not routinely document the decisionmaking process leading to the issuance of a special warning and GAO believes it should document this process. GAO found that the acknowledgment instructions in some instances did not

identify the specific geographic boundaries within which vessels were expected to respond, and the acknowledgment instructions were not included on copies of special warnings sent to merchant companies. GAO believes that the Defense Mapping Agency should fulfill its responsibilities concerning acknowledgment instructions. GAO found that the Maritime Administration does not routinely follow up to ensure that mariners have received the warning. GAO also believes that the Maritime Administration should make every effort to ensure receipt of special warnings to enhance the effectiveness and reliability of the system.

118482

Advances in Automation Prompt Concern Over Increased U.S. Unemployment. AFMD-82-44. May 25, 1982. 30 pp. plus 3 appendices (9 pp.).

Staff Study by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Automatic Data Processing: Effect of Computer Technology on the Employability of the Nation's Workforce (0115); Personnel Management and Compensation: Non-Line-of-Effort Assignments (0351); Consumer and Worker Protection: Non-Line-of-Effort Assignments (0951).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1); Financial Management and Information Systems: Review and Approval of Accounting Systems (998.2).

Organization Concerned: National Science Foundation; Department of Labor; Department of Commerce; Department of Defense; Department of Education.

Authority: Comprehensive Employment and Training Act of 1973. Bureau of Labor Statistics Occupational Outlook Handbook.

Abstract: GAO performed a study of the impact of automation on employment because of concerns expressed over this issue. Automation involves the use of electronic devices to reduce the amount of work performed by people. Concerns center on whether the advancement of automation will ultimately reduce the number of available jobs and increase the rate of unemployment. **Findings/Conclusions:** GAO found that, while current and proposed uses of automation can increase worker productivity and reduce unit cost, they can also have a significant impact on the size of the work force needed to produce the same or increased output. Automation: (1) reduces the number of people required to perform the same task, causing employee displacement; (2) changes the nature of tasks performed by those who retain their positions; and (3) creates new occupations and increases the number of jobs in existing occupations in the same or other industries. It is suggested that automation will cause job growth in almost as many different occupations as it will cause job loss. However, the absence of specific projections of changes due to automation makes it impossible to measure the overall net impact. Although automation will undoubtedly cause some loss of jobs in the short run, much debate arises over whether it will eventually cause an overall increase in unemployment, or whether more jobs will be created because of it. Opinions on the ultimate impact differ because of several factors, including the: (1) rate at which the new technology is being implemented and whether institutional or other barriers to rapid implementation will exist; (2) complexities of the issues affecting unemployment; (3) absence of specific and comprehensive data on the net change in unemployment that has occurred because of automation. However, there is clear evidence and general agreement that, in the short run, automation does cause job displacement.

118486

Department of Commerce Could Save \$24.6 Million by Modifying Computer Procurement Actions. CED-82-81; B-207280. April 28,

1982. *Released* May 28, 1982. 10 pp.
Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113).

Contact: Community and Economic Development Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Commerce.

Congressional Relevance: *House* Committee on Government Operations; *House* Committee on Science and Technology; *House* Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; *Senate* Committee on Commerce, Science and Transportation; *Senate* Committee on Appropriations: State, Justice, Commerce, the Judiciary Subcommittee; *Rep.* Jack Brooks.

Abstract: GAO was asked to review the computer requirements of the National Bureau of Standards (NBS) and the Environmental Research Laboratories (ERL), both independent agencies within the Department of Commerce, to determine: (1) the feasibility of consolidating the requirements of NBS and ERL and establishing a single data processing center for both organizations; (2) the best location for a single data processing center; (3) the expected cost savings from establishing this center; and (4) the feasibility of a single telecommunications network. Also, GAO was asked to provide information on the workload justification for two requests for proposals (RFP's) for acquiring computer hardware and support services for NBS and ERL. **Findings/Conclusions:** GAO found that it is feasible to consolidate the NBS and the ERL computer requirements and establish a single data processing center for both organizations. However, the cost of a single general-purpose facility to meet the requirements of both agencies exceeds the cost of maintaining two separate general-purpose facilities by several million dollars. Further, the quality of service provided by a single facility may not be as high as that provided by two. However, savings could result if certain needs of both agencies for a large-scale, scientifically oriented computer were met through sharing. To permit effective sharing of a computer for large scale scientific work, the NBS or the ERL computer center may be designated as the location for a Commerce scientific data processing center. Either the NBS general-purpose computer, as specified in its RFP, or the ERL current general-purpose computer could provide the technical support for such a departmentwide data processing center. GAO believes that Commerce should decide where such a center could be located after completing a cost-benefit study. Further, the justifications offered by NBS and ERL for their computer requirements contain no significant problems. However, the procurements being planned by these agencies exceed what is needed to meet these requirements. By modifying the NBS and the ERL RFP's, a savings of \$25 million could be achieved. NBS and ERL officials concurred with the GAO proposals and plan to modify their RFP's accordingly. **Recommendation To Agencies:** The Secretary of Commerce should cancel the current ERL procurement and develop a new proposal to acquire minicomputers. The Secretary of Commerce should proceed with the NBS computer procurement after deleting the requirement for the NBS Boulder computer. The Secretary of Commerce should establish a departmentwide scientific computer center to provide for a large-scale, scientifically oriented computer capability for departmentwide use.

118487

[Delays in Processing Medicare Beneficiary Claims in Texas]. HRD-82-74; B-207365. May 19, 1982. *Released* June 1, 1982. 10 pp.
Report to Rep. Bill Archer; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Health Programs: Effectiveness of Health Care

Regulations, Reimbursement Policies, and Utilization Control Program (1223).

Contact: Human Resources Division.

Budget Function: Health: Health Care Services (551.0).

Organization Concerned: Department of Health and Human Services; Blue Shield of Texas; Health Care Financing Administration; Electronic Data Systems Federal Corp.; Blue Cross of Texas.

Congressional Relevance: *Rep.* Bill Archer.

Abstract: Because of unusual and serious delays experienced by Medicare beneficiaries and their physicians in getting Medicare claims processed and paid in an accurate and timely manner, GAO was requested to make an in-depth review of the processing of Medicare claims in Texas. **Findings/Conclusions:** GAO found that the delays resulted from a substantial backlog of unprocessed claims which developed when the Medicare intermediary in Texas converted to a new computer system. The system was the first attempt to integrate the processing of both Medicare Part A and Part B claims into one system. The contracting agreement required that, before the new system's operational date, the contractor must demonstrate the ability to process claims through all of the required subsystems and that all of the required system features were satisfactorily implemented. If the system was not fully operational at the time specified, the contract provided for a daily penalty to be imposed on the contractor until the system was fully operational. Because the old system was being phased out, the new system was put into operation despite problems which adversely affected the timeliness of claims processing, and the normal level of backlog substantially increased. The quality of claims processing also deteriorated. GAO concluded that the carrier should impose the penalty payment on the contractor and reimburse it to the Government and that the error rate should be brought down to an acceptable level.

118507

[DOD's Revised Carrier Evaluation and Reporting System May Not Be Needed]. PLRD-82-70; B-200212. May 27, 1982. 3 pp. plus 3 enclosures (23 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Refer to LCD-81-6, October 6, 1980, Accession Number 113661.

Issue Area: Logistics Management: Efficiency of the Distribution of Material and the Movement of Personnel (3814).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Army; Department of Defense: Military Traffic Management Command.

Congressional Relevance: *House* Committee on Appropriations: Defense Subcommittee; *House* Committee on Armed Services; *Senate* Committee on Armed Services; *Senate* Committee on Appropriations: Defense Subcommittee; *Sen.* Strom Thurmond.

Abstract: In a prior report, GAO reviewed the Department of Defense's (DOD) Carrier Evaluation and Reporting System (CERS). GAO pointed out problems in the CERS design and operation and recommended several corrective actions. DOD responded promptly and positively and suggested ways to simplify the CERS and to improve its effectiveness. However, because these proposed changes did not satisfy the concerns of certain officials of the moving industry, GAO was requested to evaluate complaints about the revised system. **Findings/Conclusions:** Although the revised system is an improvement over the initial one, GAO questioned whether either system is needed. The high cost of processing claims was one of the reasons for initially establishing the CERS, but neither form of the CERS uses actual claims information to evaluate carriers' loss and damage performance, thus keeping DOD from effectively dealing with its major shipment problem.

Because neither CERS uses actual claims information, the DOD Military Traffic Management Command cannot determine the total cost of moves and does not know which carriers are providing quality service at the lowest possible cost. In addition, the conditions at local installations do not indicate a need for the CERS. The knowledge and experience of installation transportation officers concerning operations at their particular bases and the effect of competitive rates negate the need for an elaborate evaluation system at the local level. Both reporting systems require that local quality control resources be diverted to manage the CERS paperwork, while limiting the authority and flexibility of installation transportation officers. Because conditions at each installation are unique, the transportation officers are best able to evaluate and monitor carriers' performance at their particular installation. GAO also found that DOD could monitor nationwide carrier performance, using actual claims information, through its existing Worldwide Household Goods Information System for Traffic Management. **Recommendation To Agencies:** The Secretary of Defense should direct the Military Traffic Management Command to return operational control for local carrier evaluations to the installation transportation officers. The Secretary of Defense should direct the Military Traffic Management Command to refine and use the Worldwide Household Goods Information System for Traffic Management or consider a system based on exception reporting to evaluate carrier performance.

118508

Education Paperwork Requirements Are Burdensome: Better Federal Controls Needed. GGD-82-28; B-202609. May 26, 1982. 29 pp. plus 5 appendices (19 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Adequacy of the Federal Government's Information Collection Controls (4206).

Contact: General Government Division.

Budget Function: Education, Training, Employment, and Social Services: Elementary, Secondary, and Vocational Education (501.0); Education, Training, Employment, and Social Services: Higher Education (502.0); Education, Training, Employment, and Social Services: Research and General Education Aids (503.0); General Government: Executive Direction and Management (802.0).

Organization Concerned: Department of Education; Office of Management and Budget; Veterans Administration.

Congressional Relevance: House Committee on Education and Labor; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Labor and Human Resources; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Congress.

Authority: Comprehensive Employment and Training Act of 1973. Paperwork Reduction Act of 1980. Paperwork Control Amendments of 1978. Elementary and Secondary Education Act of 1965. Higher Education Act of 1965. School Lunch Act. Department of Education Organization Act. Reports Act. OMB Circular A-40.

Abstract: GAO reviewed the Department of Education and the Office of Management and Budget (OMB) implementation of specific legislation designed to reduce the education-related Federal paperwork burden. **Findings/Conclusions:** Education needs to better control Federal education-related paperwork by improving the effectiveness and efficiency of its review process and by fully implementing legislation designed to reduce such paperwork. OMB needs to more effectively carry out its paperwork control oversight responsibilities by coordinating closely with Education and providing appropriate guidance. The Secretary of Education needs to reactivate the Federal Education Data Acquisition Council. Routine education-related information requests have been imposed on the public which have not been approved and publicly announced

as required by law. Education has not developed the required automated indexing system for cataloging information and identifying redundant collection requests. Current actions to reactivate and update the existing system should be deferred until feasibility and cost studies of alternative approaches have been conducted. By allowing both OMB and other agencies to determine if specific requests were subject to the education amendments' review and approval provisions, inconsistencies have occurred and some education-related requests have not been identified and reviewed by Education. Further, Education has not provided adequate oversight information to Congress on its activities, and the agency's paperwork review process should be more efficient and effective. Education's authority to review other agencies' education-related information requests is unnecessary and should be eliminated. **Recommendation To Congress:** Congress should amend the Control of Paperwork Amendments of 1978 to limit Education's review and coordination authority to Education information collection requests. **Recommendation To Agencies:** The Secretary of Education should reactivate the Federal Data Acquisition Council and ensure that it meets regularly and performs its duties as required by law. The Secretary of Education should analyze the completed studies to select the best alternative, comprehensively plan for implementing this alternative, and then develop and use an effective automated indexing system. The Secretary of Education should conduct feasibility and cost analyses of various automated indexing system alternatives before updating and expanding the existing system or converting it to another computer language. The Secretary of Education should coordinate with OMB its development of the Federal Information Locator System to ensure that Education and OMB do not develop redundant systems and consider the OMB system as one alternative for meeting Education's legal requirement for an automated indexing system. The Director of OMB should provide direction for the review and approval of education-related information collection requests, as required by the Paperwork Reduction Act of 1980, by issuing official guidance on proper coordinating procedures between Education and OMB. The Secretary of Education should work with OMB in developing efficient coordinating procedures for reviewing education-related requests and ensuring that Education has the major role of identifying such requests as directed by the education amendments of 1978. The Secretary of Education should achieve further burden reduction by ensuring that, except under urgent or very unusual circumstances, education-related requests are not imposed on respondents unless they have been approved and publicly announced by February 15 preceding the new school year and by identifying and eliminating unauthorized forms. The Secretary of Education should strengthen and streamline Education's review operations by consolidating the forms required to process information collection requests and formalize guidelines for conducting information collection request reviews. The Secretary of Education should take steps to implement the education amendments' requirements including such provisions as reports to Congress, procedures for submitting required information to a single agency, and establishment of uniform reporting dates.

118512

Food Stamp Program Application Processing Time. CED-82-87; B-207529. May 21, 1982. 5 pp.

Report to Sen. Jesse A. Helms, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Improvements in the Operational Efficiency and Effectiveness of the Food Stamp Program (1744).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Department of Agriculture.

Congressional Relevance: *Senate* Committee on Agriculture, Nutrition, and Forestry; *Sen.* Jesse A. Helms.

Authority: Food Stamp Act of 1977.

Abstract: GAO was asked to provide any readily available information on how long States take to process nonexpedited service or regular cases in the Food Stamp Program and whether processing time for these cases would be shortened if expedited service were eliminated. **Findings/Conclusions:** State officials provided GAO with estimates of the average number of days it took to process an application or the number of days in which most applications were processed. GAO found that 31 States and the District of Columbia processed regular cases within 15 calendar days. In 8 other States, cases were processed within 22 days and, in 10 States, cases were processed within 30 days as required by food stamp legislation. The number of households applying for food stamps under expedited service varied greatly among the States. In 34 States and the District of Columbia, the percentage of all new cases receiving expedited service ranged from 4 percent to 75 percent. In about half of these States and in the District of Columbia, at least 25 percent of all new cases were receiving expedited service. Food stamp officials in 19 States said that eliminating expedited service would help reduce processing time for regular cases. Officials in 30 other States and the District of Columbia said that eliminating this service would not affect the processing time for regular cases.

118513

Information About Depository Institutions' Ancillary Activities Is Not Adequate for Policy Purposes. GGD-82-57; B-206582. June 1, 1982. 13 pp. plus 3 appendices (7 pp.).

Report to Charles J. Partee, Chairman, Federal Financial Institutions Examination Council; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Federal Oversight of Financial Institutions: Effectiveness of Federal Regulation of Ancillary (Non-Banking) Activities of Depository Institutions (3908).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Federal Reserve System; Federal Home Loan Bank Board; Federal Deposit Insurance Corp.; Federal Financial Institutions Examination Council.

Congressional Relevance: *House* Committee on Banking, Currency and Housing; *Senate* Committee on Banking and Currency.

Authority: National Bank Act. Banking Act of 1933. Bank Holding Company Act. Home Owners' Loan Act of 1933. Depository Institutions Deregulation and Monetary Control Act of 1980. Spence Act (Savings and Loan Holding Companies). Paperwork Reduction Act of 1980. Securities Exchange Act of 1934. S. 1720 (97th Cong.).

Abstract: GAO reviewed the adequacy of information on the ancillary activities of the Nation's banks, savings and loan associations and their related holding companies, and on commercial firms' growing involvement in traditional banking activities. U.S. banking policy and regulations have long maintained a separation of banking and commerce. However, in recent years a number of changes have blurred the distinctions between banking and commerce and have fostered an industry structure quite different from that which existed previously. **Findings/Conclusions:** GAO found that banks and savings and loan associations conduct a wide range of ancillary activities which are outside the scope of their deposit and lending activities. Banks and savings and loan holding companies frequently engage in nonbanking activities. In contrast to the limited activities authorized for bank holding companies, savings and loan holding companies owning only one savings and loan association are not restricted in the type of business they may conduct. Commercial firms have captured a significant share of the financial services market and are continuing to actively expand their market shares

through the provision of more bank-like services. Commercial banks and savings and loan associations are exploring and finding new ways to broaden the financial services they can offer to answer the challenge of their competitors. Overall, 16 percent of the holding companies with nonbanking subsidiaries were experiencing problems, while only about 6 percent of the companies without nonbanking subsidiaries were experiencing problems. Adequate data to evaluate the impact of ancillary and nonbanking activities are not readily available to Federal policymakers and regulatory officials. The banking regulators currently require depository institutions and holding companies to report their activities and the results of their operations. However, these reports do not provide adequate information on the nature and scope of their activities. **Recommendation To Agencies:** The Federal Financial Institutions Examination Council should identify the needs for information about ancillary activities and design, test, and implement a collection instrument that would efficiently capture only the minimal amount of information that is necessary and useful, thus minimizing respondents' paperwork burdens.

118522

GSA Needs To Improve the Management of Its New Item Introductory Schedule Program. PLRD-82-82; B-207382. June 4, 1982. 5 pp. plus 1 enclosure (8 pp.).

Report to Gerald P. Carmen, Administrator, General Services Administration; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Effectiveness of Central Supply Agencies in Procuring Products and Services (1925).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Procurement - Other Than Defense (990.4).

Organization Concerned: General Services Administration; Federal Supply Service.

Congressional Relevance: *House* Committee on Government Operations; *House* Committee on Appropriations: Transportation Subcommittee; *Senate* Committee on Governmental Affairs; *Senate* Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee.

Abstract: GAO reviewed the General Services Administration's (GSA) New Item Introductory Schedule (NIIS) program to determine whether it is effectively introducing new and improved items into the Federal Supply System (FSS). **Findings/Conclusions:** GAO found that the NIIS program has several weaknesses which prevent the effective introduction of new and improved items into FSS. These problems exist throughout the NIIS process, from the initial screening of an application to the publication of the product in the schedule of approved items. The failure to assign overall program responsibility and poor program management have contributed to problems in management control, consistent and timely decisions, and interaction with other GSA supply programs and offices.

Recommendation To Agencies: The Administrator of GSA should direct FSS to: (1) update the publication of approved items more frequently to provide users with better information on the items available from the NIIS program; and (2) selectively verify data submitted by NIIS contractors. The Administrator of GSA should direct FSS to establish guidelines which provide specific criteria for screening and processing new item applications and making decisions on approved items, including followup on items which are transferred to other supply programs. The criteria should provide for: (1) considering the requirements of other FSS supply programs during the approval process; (2) maintaining accurate and complete records for reporting purposes and as a basis for evaluating the effectiveness of the program; (3) the timely processing of applications and awarding of contracts by eliminating duplicative reviews and responding to vendor applications within 90 days; and (4) assigning a separate FSS identification number to each New Item Introductory Schedule item and providing feedback to the business

service center on the disposition of applications. The Administrator of GSA should establish a central control point for new item applications within FSS.

118523

Better Methods for Validating and Reconciling Unfilled Materiel Orders Could Provide Substantial Economies to the Army. PLRD-82-76; B-207371. June 2, 1982. 25 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Improvement of Inventory Management at the User and Retail Level (3813).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Army.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; House Committee on the Budget; Senate Committee on Appropriations; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Budget.

Authority: P.L. 96-226. DOD Reg. 4140.17M. A.R. 725-50. A.R. 710-2. Army Technical Manual 38-L22-15-2. Army Technical Manual 38-L03-19.

Abstract: GAO made this followup review to assess the effectiveness of actions taken by the Army to strengthen its policies, procedures, and practices for periodically validating and reconciling older, outstanding materiel orders. **Findings/Conclusions:** GAO found that the Army continues to spend millions of dollars annually on unneeded materiel. GAO estimated that, on the basis of its sampling test, 65,000 invalid orders were on hand at Army wholesale supply sources, and the Army will spend \$100 million over a 3-year period to fill invalid orders to fund inflated forecasted requirements for the related items. Invalid orders revealed to GAO validation checks included orders for parts to repair inoperable equipment which did not exist or had already been repaired, orders for the wrong item, duplicate orders, and orders for materiel for special projects that had been terminated. Additionally, GAO found that the Army procedures and practices for reconciling and validating materiel orders have not been effective in assuring that an acceptable level of compatibility is sustained for related materiel order data shown on supply records kept at wholesale and retail supply levels. Significant imbalances of as much as 53 percent exist between the records of Army wholesalers and their customers relative to either the number of outstanding orders or the quantities on order. The Army problems in reconciling and validating older, outstanding materiel orders continue because prescribed policies and procedures are either inadequate or not being observed and because of inadequacies in automated logistics and systems. **Recommendation To Agencies:** The Secretary of Defense should direct the Secretary of the Army to revise the automated system at the wholesale level to send on-line all requisition coded reject documents to intermediate supply levels. The Secretary of Defense should direct the Secretary of the Army to revise the automated reconciliation process at the wholesale level so that intermediate supply activities' requisition follow-up responses to validation requests are accepted and acted on. The Secretary of Defense should direct the Secretary of the Army to revise the automated reconciliation process at the intermediate supply level to restrict quarterly reconciliations with wholesalers to open orders in a backorder status. The Army should also revise the automated process at this level to provide preparation of the appropriate follow-up document to notify wholesalers of action needed to correct open

orders at the retail level which are not on record at the wholesale level. The Secretary of Defense should direct the Secretary of the Army to strengthen prescribed procedures by requiring that underlying causes of significant materiel order reconciliation discrepancies be investigated and corrected. The Secretary of Defense should direct the Army to establish, as a part of the proposed standard Army validation and reconciliation procedures, an information system which will enable local management and higher command levels to evaluate and monitor the effectiveness of customer performance in validating materiel orders. The Secretary of Defense should direct the Army to strengthen provisions of the proposed standard procedures applicable to cancellation of orders repeatedly not validated by customers, by requiring that the customers be notified in writing at the start of a validation cycle that their validation responses will be subject to independent sampling checks and that orders not validated will be canceled. The Secretary of Defense should direct the Army to strengthen existing and proposed procedures and controls by requiring that customer validation responses of continuing need for ordered materiel be subjected to independent sampling accuracy checks and authenticated in writing by a higher command level. The Secretary of Defense should direct the Army to revise existing and proposed policy and procedures to expand time allowed for materiel validation checks and to restrict such checks to outstanding materiel orders meeting the Department of Defense's age criteria for validation. The Secretary of Defense should direct the Army to establish and include in all pertinent Army regulations and technical manuals a uniform definition of materiel order validation and detailed guidance for conducting indepth validation checks. The Secretary should also require Army commands to establish and implement at the divisional and nondivisional user levels standard operating procedures for performing materiel order validation checks.

118531

[Protest of Department of Interior Contract Award]. B-205107. May 28, 1982. 5 pp.

Decision re: Systec, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Geological Survey; Systec, Inc.; Vion Corp.

Authority: 4 C.F.R. 21.2(b)(1). 58 Comp. Gen. 415. 59 Comp. Gen. 298. B-199014 (1981). B-195982.2 (1981). B-198614 (1980). B-198923 (1980). B-196105 (1980). B-195762 (1979).

Abstract: A firm protested the award of a contract under a request for proposals (RFP) issued by the U.S. Geological Survey (USGS) for maintaining Government disk drives, disk controllers, and channel switches. USGS received three proposals in response to the RFP. The contracting officer found that only the awardee's proposal was technically acceptable; however, the protester's and the other bidder's proposal could have been made acceptable by correcting certain deficiencies. USGS requested initial technical clarifications in writing from all three firms. The protester responded to the questions posed, but USGS concluded that its responses did not adequately clarify the issues in question. The contracting officer determined that only the awardee's proposal remained technically acceptable. The protester alleged that: (1) there were improprieties in both the solicitation and the preaward process; (2) the RFP did not adequately define the parameters of evaluation to be used by USGS in its determination; (3) USGS should have referred the firm's acceptability to the Small Business Administration (SBA) for a Certificate of Competency (COC) determination before it could properly reject the firm's proposal; (4) the RFP did not define the competitive range nor did USGS explain how that range was determined; and (5) USGS ignored a cost savings by not awarding it the contract. GAO held that: (1) the protest alleging deficiencies in the evaluation criteria of the RFP was untimely and would not be

considered on the merits since the protest was not filed until after the closing date for submission of proposals; (2) an agency is not required to refer a firm's acceptability to SBA for a COC determination if the firm's proposal is found to be technically unacceptable; (3) it will not disturb an agency determination to exclude a proposal from the competitive range since it is a matter of agency discretion; and (4) the low cost of a proposal is irrelevant to the selection of the awardee if the proposal has been found to be technically unacceptable. Accordingly, the protest was dismissed in part and denied in part.

118592

Program Evaluation by States and Localities: Overview and Outlook. 1982. 5 pp.

by James T. Campbell, Supervisory Auditor, GAO Field Operations Division: Regional Office (Atlanta).

In *The GAO Review*, Vol. 17, Issue 2, Spring 1982, pp. 10-14.

Contact: Field Operations Division: Regional Office (Atlanta).

Abstract: This article discusses the program evaluations conducted by State and local governments and highlights some of the problems and potential benefits facing evaluation groups at these levels. Some State and local evaluation problems include: unclear program goals, too few evaluation personnel, lack of methodological know-how, political pressures, and data processing difficulties. As State and local governments are given a wider latitude in the expenditure of Federal funds, managers at these levels will be held more accountable in a programmatic and fiscal sense for the use of these funds.

118595

Common Misconceptions About Pension Plans. 1982. 3 pp.

by Benjamin I. Gottlieb, GAO Institute for Program Evaluation.

In *The GAO Review*, Vol. 17, Issue 2, Spring 1982, pp. 24-26.

Contact: Institute for Program Evaluation.

Abstract: This article discusses several misconceptions about pension plans. There are a variety of acceptable actuarial assumptions, methods, and different maintenance periods to assess pension liabilities. Various methods other than the accrued benefit actuarial cost method may be used to express pension plan costs. Economic assumptions applicable to actuarial statistics change frequently. Past data cannot always lead to accurate projections of the future. The interest rate used in an actuarial valuation must discount liabilities for a long period. Computerized results of an actuarial calculation are not always instantaneous. Almost all pension plans have pension funds where accounts are unallocated.

118598

The Standardization of DOD Military Payroll Systems: What Went Wrong? 1982. 6 pp.

by Richard P. Dettmar, GAO Accounting and Financial Management Division.

In *The GAO Review*, Vol. 17, Issue 2, Spring 1982, pp. 40-45.

Contact: Accounting and Financial Management Division.

Organization Concerned: Department of Defense; Office of Management and Budget.

Authority: DOD Directive 7040.3.

Abstract: This article focuses on an area of potential cost savings in the Department of Defense which warrants high-level attention, the standardization of the military payroll system. Deficiencies in payroll systems are counterproductive because they affect the morale and welfare of all military personnel and their families. Millions of dollars have been spent designing, operating, maintaining, and redesigning 23 different service systems, each operating at varying degrees of efficiency and effectiveness. Because of a lack

of uniformity, no one service can be called upon to back up another in the event of a system failure by one or more of the services. Whether the systems would work in wartime is subject to question. Therefore, a review of the standardization of the military payroll system is appropriate at this time.

118599

Governmental Audit Standards: Study Design Teams Can Help Meet Auditor Qualification Standards. 1982. 5 pp.

by William P. Johnston, Group Director, GAO General Government Division.

In *The GAO Review*, Vol. 17, Issue 2, Spring 1982, pp. 53-57.

Contact: General Government Division.

Abstract: This article discusses the audit study design team concept in terms of purpose, composition, function, the methodology needs assessment checklist, and early results of design team use. New skills and methods will be needed by auditors and audit organizations to do expanded scope audits. However, these nontraditional skills and methods will not be used unless auditing organizations develop mechanisms like the study design team which will assure that each assignment is evaluated in terms of skill and method applicability.

118602

[Managing Host Country Contracting Activities]. ID-82-42; B-206204. June 2, 1982. 2 pp. plus 2 enclosures (17 pp.).

Report to M. Peter McPherson, Administrator, Agency for International Development; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Improvement of the Impact of U.S. Development Assistance Through More Efficient and Economical Administration and Management (0630).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151.0).

Organization Concerned: Agency for International Development.

Congressional Relevance: House Committee on Foreign Affairs; House Committee on Appropriations: Foreign Operations Subcommittee; Senate Committee on Foreign Relations; Senate Committee on Appropriations: Foreign Operations Subcommittee.

Abstract: GAO examined aspects of project activities financed by the Agency for International Development (AID) and implemented under contracts awarded by host countries. In addition, it identified issues which it believed AID should be aware of.

Findings/Conclusions: GAO found that: (1) a centralized inventory of host country contracts recommended by AID management in 1977 and 1979 had not been developed; (2) the idea of a centralized inventory had all but been abandoned, and a substitute data system had not been established; and (3) AID overseas missions continually ignored the requirement to provide certain data on host country contracts to AID. GAO believes certain actions are needed to correct identified management weaknesses and improve AID operational capabilities. Information on host country contracts would: (1) assist AID managers in general oversight and policy examination; (2) enable AID to readily inform Congress and the public on foreign aid contract expenditures and how they benefit the United States; (3) assist auditors in obtaining more complete audit coverage; and (4) provide a basis for exchanging contract cost information and alert AID officials on problem contractors. When the AID study of host country contracting problems is completed, it may be determined that further actions are needed to improve internal control and oversight of these activities. **Recommendation To Agencies:** The Administrator of the Agency for International Development should require that appropriate data on host country contracts be promptly reported to Washington and maintained in

an automated data bank. This information should contain those data elements needed to satisfy the various user requirements, including managers, auditors, project officers, and Congress. The AID Administrator should direct the regional bureaus to ensure that missions comply with the requirement to report data on host country contracts and institute appropriate measures for evaluating compliance.

118603

Factors Limiting the Availability of F-15 Aircraft at the 1st Tactical Fighter Wing. PLRD-82-83; B-207584. June 7, 1982. 2 pp. plus 3 appendices (21 pp.).

Report to Rep. Joseph P. Addabbo, Chairman, House Committee on Appropriations: Defense Subcommittee; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Improvements in the Utilization of Equipment To Reduce Equipment Requirements (3815).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Air Force: 1st Tactical Fighter Wing, Langley AFB, VA; Department of Defense.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; *Rep.* Joseph P. Addabbo.

Abstract: In response to a congressional request, GAO reviewed the availability of the Air Force's F-15 aircraft assigned to the 1st Tactical Fighter Wing (TFW), Langley Air Force Base, Virginia. Specifically, GAO was asked to identify and analyze the factors affecting the peacetime readiness of aircraft at TFW. **Findings/Conclusions:** GAO found that the major problems affecting aircraft availability were the maintenance and absence of parts. Regarding maintenance, the review showed that: (1) although the number of assigned maintenance personnel at TFW slightly exceeded its authorization, there was a shortage of skilled, experienced people in certain key maintenance career fields because of Air Force-wide shortages of these skills; (2) some high paygrade enlisted personnel, assigned as maintenance supervisors, had no prior F-15 experience; (3) maintenance personnel service more aircraft than authorized during peacetime, and many assigned aircraft mechanics were not working on direct aircraft maintenance because of leave, training, and temporary assignment to other jobs; and (4) low availability of computerized test equipment and the placement of good components in the repair pipeline slowed component repair time and contributed to the shortage of parts. Regarding the absence of parts, GAO found no significant defects in the Air Force supply system or imbalances in aircraft spares available. The parts were not available primarily due to unpredictable circumstances inherent in the supply system, such as lower than expected reliability of parts, problems with vendors, and modification of items. To a small degree, problems occurred within the Air Force logistics system.

118614

[Request for Reconsideration]. B-196722.3. June 7, 1982. 6 pp. *Decision re:* KET, Inc.; Control Data Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Control Data Corp.; KET, Inc.; Internal Revenue Service.

Authority: 59 Comp. Gen. 548. 60 Comp. Gen. 548. F.P.R. 1-3.802.1(b). F.P.R. 1-3.802.1(d). B-202031 (1981).

Abstract: A firm requested reconsideration of a GAO decision which denied two protests against the award of a computer equipment contract. The protester had originally argued that the awardee's offer constituted a late proposal, did not contain a required

express certification that the equipment proposed complied with the request for proposals, and did not include adequate information as to how the awardee would maintain the equipment. However, the firm did not present any new evidence or show any error in law or fact in the original decision. Accordingly, there was no basis to alter that decision, and it was affirmed.

118643

TVA's Computer Needs Are Valid and ADP Management Is Improving. AFMD-82-24; B-207385. June 9, 1982. 5 pp. plus 5 appendices (30 pp.).

Report to Rep. Tom Beville, Chairman, House Committee on Appropriations: Energy and Water Development Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113); Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Energy: Federal Government's Role as Producer and Marketer of Electrical Power (1626); Energy: Improving Energy Organization and Decisionmaking (1638).

Contact: Accounting and Financial Management Division.

Budget Function: Energy: Energy Supply (271.0); Natural Resources and Environment: Water Resources (301.0); Automatic Data Processing (990.1); Security of ADP Systems (990.6).

Organization Concerned: Tennessee Valley Authority.

Congressional Relevance: House Committee on Appropriations: Energy and Water Development Subcommittee; House Committee on Energy and Commerce; House Committee on Government Operations; Senate Committee on Energy and Natural Resources; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Energy and Water Development Subcommittee; *Rep.* Tom Beville.

Abstract: In response to a congressional request, GAO reviewed the Tennessee Valley Authority's (TVA) efforts in the area of computer acquisition planning and requirements analysis and validation, specifically with regard to ongoing general purpose equipment procurement and proposed acquisition of scientific processing support and minicomputers. **Findings/Conclusions:** Overall, GAO found that TVA had made substantial progress toward achieving improved management of its automatic data processing resources; however, some problems still remained. TVA still needs to complete its cost accounting and reporting system and application inventory system and to provide for a direct relationship between corporate business planning activities. **Recommendation To Agencies:** TVA should develop a policy that will balance the opportunities for using low cost computers with the need for maintaining control of them. TVA should emphasize the systematic management control of its ADP resources by implementing and enforcing a formalized systems development methodology. Procedures should specify the management level at which reviews and approvals are required, based on clearly defined thresholds of cost, schedule, and scope. TVA should develop and maintain an inventory of its application software. The effective performance of information systems planning requires the full appreciation of all resources used. TVA should incorporate the workload validation discipline in its information systems planning process and formally integrate its information systems planning into its business planning.

118659

Federal Court Reporting System: Outdated and Loosely Supervised. GGD-82-11; B-201448. June 8, 1982. 53 pp. plus 10 appendices (84 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Law Enforcement and Crime Prevention: Federal Court

System's Operational Effectiveness (0520).

Contact: General Government Division.

Budget Function: Administration of Justice: Federal Litigative and Judicial Activities (752.0).

Organization Concerned: Administrative Office of the United States Courts; Judicial Conference of the United States.

Congressional Relevance: *House* Committee on the Judiciary: Courts, Civil Liberties, and the Administration of Justice Subcommittee; *House* Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; *Senate* Committee on the Judiciary: Courts Subcommittee; *Senate* Committee on Appropriations: State, Justice, Commerce, the Judiciary Subcommittee; Congress.

Authority: Court Reporter Act (District Courts) (28 U.S.C. 753).

Abstract: GAO conducted a review to determine how effectively and efficiently the present court reporting system was operating and whether alternative systems could better meet the needs of both the judiciary and the litigants. **Findings/Conclusions:** The judiciary in some Federal courts has not adequately managed and supervised its court reporters, with the result that many of the reporters have often overcharged litigants, used Government facilities to conduct private business, and used substitute reporters extensively. GAO believes that, with improved management and more adequate supervision of court reporters, the judiciary can overcome the abusive practices and protect the courts, the public, and the litigants. A proven alternative to record Federal district court proceedings, electronic recording, is available to the judiciary, and its use would result in an annual savings of about \$10 million. Numerous State and foreign court systems are using electronic recording systems, achieving substantial savings, and also providing excellent service to the courts and litigants. In addition, electronic recording can provide a better record of court proceedings and enable greater management flexibility and control over recording activities. Systems in use today produce high-quality recordings and contain features to safeguard against human and procedural errors. Opponents of electronic recording argue that electronic recording systems are not feasible, cannot identify speakers, record overlapping testimony, are unreliable, lack portability, and disrupt courtroom decorum. The GAO evaluation of these arguments showed that they have little merit and that the problems described can be readily overcome. GAO believes that an adequately constructed test would alleviate the concerns of the judiciary about such a change. **Recommendation To Agencies:** The Judicial Conference should terminate employment of any official court reporter who knowingly overcharges for transcripts or engages in prohibited private reporting work. The Judicial Conference should prohibit official court reporters from engaging in private reporting activities not related to preparing official court transcripts when court is in session or when the reporter is otherwise required to perform court-related activities. The Judicial Conference should assign the clerk of the court within each district responsibility for managing the district's official court reporters to ensure that: (1) reporters properly charge for transcripts; (2) reporters serve the entire court, including magistrates, senior judges, and visiting judges; (3) reporters' recording and transcription workloads are balanced and equitable; (4) contract reporters are hired only when court reporters are unavailable or the existing workload is not sufficient to justify a full-time court reporter; and (5) reporters are not inappropriately using substitutes. The Judicial Conference, through the Administrative Office and judicial councils, should establish appropriate procedures and policies to ensure that court reporters' activities in district courts are adequately supervised and managed.

118663

Continuing Financial Management Problems at the Equal Employment Opportunity Commission. AFMD-82-72; B-205343. May 17, 1982. Released June 14, 1982. 34 pp. plus 1 appendix (4 pp.).

Report to Sen. Orrin G. Hatch, Chairman, Senate Committee on Labor and Human Resources; by Charles A. Bowsher, Comptroller General.

Refer to AFMD-82-17, October 30, 1981, Accession Number 116921.

Issue Area: Accounting and Financial Reporting: Systems To Assure That Agencies Do Not Overobligate and/or Overexpend Their Appropriations (2804).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Equal Employment Opportunity Commission.

Congressional Relevance: *House* Committee on Education and Labor: Employment Opportunities Subcommittee; *House* Committee on Post Office and Civil Service: Civil Service Subcommittee; *House* Select Committee on Aging; *House* Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; *Senate* Committee on Labor and Human Resources; *Senate* Committee on Labor and Human Resources: Investigations and General Oversight Subcommittee; *Senate* Committee on Labor and Human Resources: Labor Subcommittee; *Senate* Committee on Governmental Affairs: Civil Service and General Services Subcommittee; *Senate* Committee on Appropriations: State, Justice, Commerce, the Judiciary Subcommittee; *Sen.* Orrin G. Hatch.

Authority: Accounting and Auditing Act (31 U.S.C. 66a). Antideficiency Act (31 U.S.C. 665). Civil Rights Act of 1964 (42 U.S.C. 2000e-4). Claims Collection Act. 4 C.F.R. 101. 4 C.F.R. 102. 4 C.F.R. 103. 4 C.F.R. 104. 2 GAO 8.8. 7 GAO 11.2. 7 GAO 13.2. 7 GAO 24.2. OMB Circular A-123. S. 864 (97th Cong.). 31 U.S.C. 200. 31 U.S.C. 703(a). 18 U.S.C. 1018. 42 U.S.C. 2000e-5(f). 42 U.S.C. 2000e-5(k).

Abstract: GAO was asked to review the financial operations of the Equal Employment Opportunity Commission (EEOC) with emphasis on determining the extent of deficiencies in the EEOC controls over appropriated funds. GAO was requested to issue an interim report in October 1981 on the results of the review at that time. **Findings/Conclusions:** GAO found that: (1) accounting records and reports were unreliable, due to problems such as the failure to keep general ledgers and subsidiary ledgers in agreement, to promptly input accounting transactions, and to reconcile obligation balance differences between the centralized accounting system and obligations records maintained by program and field offices; (2) receivables, payables, and advances were inaccurately reported, due to the agency's failure to validate obligations, collect receivables, accurately record outstanding loans, settle travel advances, and perform contract audits; and (4) internal controls were weak due to improper segregation of duties, insufficient training and supervision of key accounting and budget personnel, and inadequate internal audit coverage of financial operations. EEOC in recent years has committed a number of questionable acts, some of which violate Federal statutes. Specifically EEOC has: (1) obligated funds in one fiscal year (FY) to cover goods and services that were clearly to satisfy needs in future years; (2) failed to review the validity of the unliquidated obligations as recorded; (3) certified yearend reports for FY's 1980 and 1981 as accurate under conditions clearly indicating that the reports contained erroneous data; and (4) entered, with questionable authority, into agreements whereby money was either loaned or granted to private persons.

Recommendation To Agencies: The Chairman, EEOC, should better monitor contracts with State and local enforcement agencies to prevent problems similar to those occurring in FY 1980. The Chairman, EEOC, should complete the investigation surrounding the yearend certifications for FY's 1980 and 1981 and, if conditions warrant, refer the case to the Justice Department. The Chairman, EEOC, should require a comprehensive review of the validity of all unliquidated obligations now being carried on the agency's records.

The Chairman, EEOC, should review contracts awarded and costs incurred near the end of the past three FY's to establish the amount of costs improperly charged against FY appropriations and adjust records as necessary. The Chairman, EEOC, should recover funds owed EEOC from the loan fund venture and, in the future, prohibit any similar program unless the agency obtains specific congressional authority. The Chairman, EEOC, should direct prompt completion of the corrective actions in process, which are reductions of all imprest funds to authorized limits based on demonstrated need. The Chairman, EEOC, should direct prompt completion of the corrective actions in process, which are issuances of formal preaudit voucher and imprest fund operation procedures. The Chairman, EEOC, should direct prompt completion of the corrective actions in process, which are uses of the increased Office of Audit staff to perform periodic reviews of the agency's financial operations as necessary to provide assurance that accounting functions are properly conducted. The Chairman, EEOC, should direct prompt completion of the corrective actions in process, which are the proper training of all personnel responsible for performing financial management functions, such as the input or obligations and reconciliation of obligation balances. The Chairman, EEOC, should direct prompt completion of the corrective actions in process, which are assignments of duties so that no individual controls all phases of an activity or transaction. The Chairman, EEOC, should determine the validity of questionable contract charges reported by the EEOC Office of Audit, and when appropriate, establish the amounts as receivables and initiate aggressive collection action. The Chairman, EEOC, should determine reasons for differences in travel advance balances as reported in the centralized accounting system and in individual travel records and bring the two records into agreement. The Chairman, EEOC, should establish clearance procedures that prevent employees from leaving EEOC with unsettled advances and take appropriate action to recover funds owed by former EEOC employees or others. The Chairman, EEOC, should establish clear responsibility and procedures to control travel advances and, when appropriate, use payroll deductions to collect outstanding advances. The Chairman, EEOC, should collect all existing and future receivables in accordance with the Federal Claims Collection Act and adjust records to accurately report all valid receivables. The Chairman, EEOC, should designate an individual as claims collection officer and establish written collection procedures. The Chairman, EEOC, should submit revised fiscal 1981 yearend reports to the Department of the Treasury and the Office and Management and Budget after corrective actions promised by the Acting Chairman and recommended in this report are implemented. The Chairman, EEOC, should direct the EEOC Office of Audit to periodically review financial activities with emphasis on determining whether promised corrective actions are completed and whether procedures for recording data and reconciling records are being followed. The Chairman, EEOC, should direct EEOC employees to follow established procedures such as recording transactions promptly and complying with reconciling procedures to identify inaccuracies in recorded data.

118674

Experience: *A Potential Tool for Improving U.S. Assistance Abroad.* ID-82-36; B-207650. June 15, 1982. 23 pp.

Report to: M. Peter McPherson, Administrator, Agency for International Development; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Improvement of the Impact of U.S. Development Assistance Through More Efficient and Economical Administration and Management (0630).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151.0).

Organization Concerned: Agency for International Development.

Congressional Relevance: *House* Committee on Foreign Affairs; *House* Committee on Appropriations: Foreign Operations Subcommittee; *Senate* Committee on Foreign Relations; *Senate* Committee on Appropriations: Foreign Operations Subcommittee.

Authority: Foreign Assistance Act of 1973.

Abstract: GAO examined how the Agency for International Development (AID) identifies, records, and uses the knowledge and experience gained from development projects. **Findings/Conclusions:** Many causal factors, both within and outside of AID influence, have contributed to its recent slow project completion record. GAO found that the AID staff does not apply lessons learned in the development of new projects. The application of this information is restricted primarily to the personal initiative and experience of individuals involved in a particular project. This personal experience network for finding and using lessons learned is weakened as a result of staff turnover. Lessons learned are neither systematically nor comprehensively identified or recorded by those who are directly involved. Further, little encouragement or incentive is provided to AID staff members to routinely identify and record the lessons they learn. The AID institutional memory system for projects is a potentially valuable and useful tool that can complement personal experience and other sources which AID staff members currently use. However, the use and value of this system are limited by a lack of staff knowledge about the system, lack of user feedback, necessary documents not being forwarded and subsequently entered in the system, and a lack of an information analysis service for AID staff. The AID information system has become virtually inoperative in providing information to project designers. This system also has inadequate records of project experience. **Recommendation To Agencies:** The Administrator of AID should implement actions to: (1) increase AID staff awareness of available Development Information System (DIS) information and how to use the system; (2) require that DIS be used; (3) insure that the AID Office of Development Information and Utilization (DIU) receives project and related lessons-learned documents; (4) require an exchange of constructive feedback between the DIU and AID staffs on DIS; and (5) establish an information analysis capability to assist AID project designers and program managers. The Administrator of AID should require AID staff to identify, record, use, and forward to the AID Office of Development Information and Utilization lessons learned in project design and implementation. These requirements should be supported by top AID management through the establishment of appropriate incentives.

118713

[Weaknesses in Internal Financial and Accounting Controls at the Federal Emergency Management Agency]. AFMD-82-87; B-207736. June 17, 1982. 2 pp. plus 1 enclosure (24 pp.).

Report to: Louis O. Giuffrida, Director, Federal Emergency Management Agency; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Refer to: GGD-82-24, December 7, 1981, Accession Number 117045; and GGD-83-9, January 6, 1983, Accession Number 120290.

Issue Area: Accounting and Financial Reporting: Internal Controls Over Receipts and Disbursements (2810).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Federal Emergency Management Agency.

Congressional Relevance: *House* Committee on Public Works and Transportation; *House* Committee on Appropriations: Defense Subcommittee; *House* Committee on Appropriations: HUD-Independent Agencies Subcommittee; *House* Committee on the Budget; *Senate* Committee on Armed Services; *Senate* Committee on Appropriations: HUD-Independent Agencies Subcommittee; *Senate* Committee on Budget; *Senate* Committee on Armed Services:

Preparedness Subcommittee; *Sen.* John G. Tower.

Authority: Claims Collection Act. Accounting and Auditing Act (31 U.S.C. 66a). Antideficiency Act (31 U.S.C. 665). 4 C.F.R. 101. 4 C.F.R. 102. 4 C.F.R. 103. 4 C.F.R. 104. 4 C.F.R. 105. 1 Treasury Fiscal Requirements Manual 5-4010. 2 GAO 12.4. 7 GAO 12.2. 7 GAO 11. 7 GAO 11.2. 7 GAO 25.6. 7 GAO 24.2. 7 GAO 24.3. 7 GAO 27. 7 GAO 27.4.

Abstract: In response to a congressional request, GAO reviewed the internal controls over the Federal Emergency Management Agency's (FEMA) financial and accounting operations. **Findings/Conclusions:** The review identified serious weaknesses in internal controls over most aspects of these operations, including accounts receivable, collections, disbursements, imprest funds, and obligations. Also noted were administrative deficiencies in control over several major areas in the accounting and financial management operations, and the FEMA Office of the Inspector General had not undertaken any comprehensive reviews of the FEMA accounting systems. **Recommendation To Agencies:** The Director of FEMA should develop an accounting system conforming to the Comptroller General's standards and submit the system's design to GAO for approval. The Director of FEMA should instruct the inspector general's office to increase its audit coverage of the agency's internal financial operations, with particular emphasis on internal controls. The Director of FEMA should issue instructions emphasizing that the agency's fiscal procedures and instructions must be followed. The Director of FEMA should assign qualified staff to all accounting functions of the agency. The Director of FEMA should develop and issue written procedures covering all aspects of financial and accounting operations, including related internal controls, to all appropriate department offices. The Director of FEMA should ensure that adequate followup actions are taken to correct the identified weaknesses.

118728

[Statistical Data on Securities and Exchange Commission's Allocation of Staffing and Other Budgetary Resources for Fiscal 1977 to 1981]. AFMD-82-73; B-205524. June 18, 1982. 2 pp. plus 11 enclosures (50 pp.).

Report to Rep. Timothy E. Wirth, Chairman, House Committee on Energy and Commerce: Telecommunications, Consumer Protection, and Finance Subcommittee; **Rep.** John D. Dingell, Chairman, House Committee on Energy and Commerce; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Accounting and Financial Regulations for Publicly Held Companies (2814).

Contact: Accounting and Financial Management Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Securities and Exchange Commission.

Congressional Relevance: House Committee on Energy and Commerce; House Committee on Energy and Commerce: Telecommunications, Consumer Protection, and Finance Subcommittee; **Rep.** Timothy E. Wirth; **Rep.** John D. Dingell.

Abstract: Pursuant to a congressional request, GAO developed information on the Securities and Exchange Commission's (SEC) budgetary resources, staffing levels, and other data affecting the SEC program activities for fiscal years 1977 to 1981. **Findings/Conclusions:** Although SEC did not have some of the data requested, GAO was able to obtain the following information: (1) a graphic presentation of the SEC productivity from 1967 to 1980; (2) market conditions in terms of shares traded and registration statements filed with SEC between 1977 and 1981; (3) a summary of SEC budget requests from 1977 to 1981; (4) detailed budget requests for the 8 SEC program areas and its 29 organizational units; (5) staff-year allocations and funds expended for the SEC program areas; (6) employees assigned to the enforcement,

inspection, and examination functions and employee workload by program; (7) management studies concerning workload and staffing levels; (8) training courses given to SEC employees; and (9) a summary of nonsalary expenses from 1977 to 1981.

118748

[Protest of Prospective Contract Award]. B-205521. June 16, 1982. 5 pp.

Decision re: Computer Data Systems, Inc.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Computer Data Systems, Inc.; Systems and Applied Sciences Corp.; Department of the Navy.

Authority: Small Business Act. Small Business Investment Act of 1958. 13 C.F.R. 121.3-8(e). 13 C.F.R. 121.3-4(d). 13 C.F.R. 121.1-1(e). 13 C.F.R. 121.3-17. 46 Fed. Reg. 2591. 46 Fed. Reg. 2594. B-203301 (1981). 15 U.S.C. 637(a).

Abstract: A firm protested the Navy's prospective award of a contract to another company. The contract called for development and maintenance of software systems and was solicited under the Small Business Administration's (SBA) section 8(a) program. The protester contended that the award of the contract to the company, which had been determined to be other than a small business concern by the SBA Size Appeals Board, would be improper. The proposed awardee's appeal to the SBA Size Appeals Board was still pending. Accordingly, the protest was sustained.

118750

[Evaluation of DOD Comments Re: DOD Instruction 5000.5X, Standard Instruction Set Architectures for Embedded Computers]. B-199008. May 24, 1982. Released June 23, 1982. 2 pp. plus 1 enclosure (21 pp.).

Letter to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Contact: Mission Analysis and Systems Acquisition Division.

Organization Concerned: Department of Defense.

Congressional Relevance: House Committee on Government Operations; **Rep.** Jack Brooks.

Authority: DOD Instruction 5000.5X.

Abstract: In response to a congressional request, GAO evaluated Department of Defense (DOD) comments on a GAO letter report concerning DOD instruction 5000.5X. In the report, GAO recommended that DOD not implement the instruction and that the services be directed to reevaluate their ongoing efforts and demonstrate why they are more cost effective than standardizing a high-order computer language and relying on the computer industry to provide the stimulus for computer architectural innovations. DOD disagreed with the GAO conclusions and recommendations and maintained that its rationale for curtailing high hardware and software costs is sound. It contends that, by legislating the architectures for embedded computers, hardware and software costs will be minimized. However, according to GAO, the DOD approach of mandating its own architectures should be challenged, because it duplicates commercially funded hardware and software research and development investment and constrains the creative potential of the electronics industry in applying modern technology to solve military problems. GAO is also concerned that the duplication will result in a considerable expenditure of research and development money for technologically obsolescent computer systems.

118751

Need for Better Management of the Armed Forces Radiobiology Research Institute. AFMD-82-74; B-207384. May 24, 1982. Released

June 23, 1982. 5 pp. plus 2 appendices (12 pp.).

Report to Rep. Richard C. White, Chairman, House Committee on Armed Services: Investigations Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Defense; Defense Nuclear Agency; Armed Forces Radiobiology Research Institute.

Congressional Relevance: House Committee on Armed Services: Investigations Subcommittee; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Rep. Richard C. White.

Abstract: In response to a congressional request, GAO reviewed the management of the Armed Forces Radiobiology Research Institute. The Institute's mission is to conduct research on the effects of radiation on living organisms and related matters that are essential to the operational and medical support of the Department of Defense (DOD). GAO was asked to address: management and control of the Institute's automatic data processing (ADP) equipment, software programs, and operations; award and administration of contracts; unauthorized use of ADP facilities; control and protection of Institute assets; administration of time and attendance reporting; and corrective actions taken or planned. **Findings/Conclusions:** GAO found that the Institute's computer systems were greatly underutilized during 1981. Despite this, the Institute's ADP plan shows an intent to acquire additional ADP capacity over the next 3 years. The underutilization developed because the Institute did not fully justify its ADP procurements, lacked sufficient staff to develop software as needed, and did not adequately plan ADP requirements. Although all but one of the computers acquired were purchased using sole-source procedures, adequate justification for such procurement could not be found. The Institute lacks proper controls over its ADP maintenance contracts and has not assessed the cost effectiveness of the current arrangement. Facility security at the Institute is generally adequate; however, possible unauthorized use of the facilities by authorized people cannot be determined from agency records. The Institute's inventory records do not accurately account for its equipment resources. In addition, the Institute's time and attendance reporting has not been administered well. The Institute has taken or plans corrective actions to address most of the recommendations made by the Defense Audit Service in 1980. However, action on two recommendations has not been taken. The Institute has not yet established a formal peer review of its research program, and the Institute's funding requirements are not separately identified in the Defense Nuclear Agency's (DNA) formal budget presentation. **Recommendation To Agencies:** The Director of DNA should require the Director of the Armed Forces Radiobiology Research Institute to declare as excess one of the three main computers and one or two of the smaller ones that have not been used for the last several months. The Director of DNA should require the Director of the Armed Forces Radiobiology Research Institute to declare a moratorium on any further ADP procurements until the Institute develops an ADP master plan that identifies the computer hardware, software, and people needed to support the Institute's 5-year research plan. The Director of DNA should require the Director of the Armed Forces Radiobiology Research Institute to follow procedures governing ADP procurements. The Director of DNA should require the Director of the Armed Forces Radiobiology Research Institute to establish a reporting process that discloses to top management information on computer usage, adequacy of data processing support provided to users, and status of software support requests. The Director of DNA should require the Director of the Armed Forces Radiobiology Research Institute to analyze staffing to see how many computer programmers would be

needed to keep pace with software requirements as they develop. The Director of DNA should require the Director of the Armed Forces Radiobiology Research Institute to move the responsibility for administering ADP maintenance contracts to the Computer Sciences Department and require that department to properly document contractor performance. The Director of DNA should require the Director of the Armed Forces Radiobiology Research Institute to explore the potential benefits of less expensive maintenance procedures for infrequently used computer systems. The Director of DNA should provide adequate staff resources to improve accountability for the Institute's assets.

118773

[Protest of Bid Rejection]. B-205726. June 16, 1982. 4 pp.

Decision re: Data Controls/North, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Data Controls/North, Inc.; Department of the Army: Army Adjutant General Publications Center, Baltimore, MD.

Authority: 54 Comp. Gen. 237. B-204482 (1982).

Abstract: A firm protested the Department of the Army's rejection of its bid as nonresponsive under an invitation for bids (IFB) for keypunch and verification services. The Army stated that a letter submitted with the protester's bid made it impossible to determine that firm's price and that, therefore, the bid was nonresponsive. The question of a bid's responsiveness concerns whether a bidder has unequivocally offered to provide the requested items in total conformance with the IFB specifications. The procuring authority must be able to determine a bidder's intention from all the bid documents, including a cover letter, at the time of bid opening. GAO has held that where bidder qualifies its bid to protect itself from future price changes or increases, and the total price cannot be determined from bid evaluation, the bid must be rejected as nonresponsive. In this case, it could be argued that, rather than qualify its price, all the protester did by submitting its letter was to indicate to the Army that, if the agency's specifications did not accurately reflect the amount of work needed, the bidder would claim an equitable adjustment in its price, as it would be entitled to do under the changes clause incorporated into the IFB and the resulting contract. However, the protester's letter did not state that it would claim a price adjustment. Since all bidders must compete for contracts on an equal basis, no individual bidder can reserve rights or make alterations to the changes or disputes procedures that are extended to all bidders. Therefore, the protester's use of the language rendered its bid nonresponsive. Accordingly, the protest was denied.

118783

Problems in Managing and Planning of Information Resources Persist at the Army Corps of Engineers. CED-82-28; B-206854. June 9, 1982. 39 pp. plus 2 appendices (13 pp.).

Report to Rep. Tom Bevill, Chairman, House Committee on Appropriations: Energy and Water Development Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Procurement of Major Systems: Impact of OMB Circular A-109 and Other Management Strategies on Acquisition Programs (3004).

Contact: Community and Economic Development Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of the Army: Corps of Engineers.

Congressional Relevance: *House* Committee on Appropriations, Energy and Water Development Subcommittee; *House* Committee on Public Works and Transportation; *Senate* Committee on Environment and Public Works; *Senate* Committee on Appropriations: Energy and Water Development Subcommittee; *Rep.* Tom Bevill.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). A.R. 18-1. OMB Circular A-71. FIPS Pub. 49. GSA Federal Management Circular 74-5.

Abstract: GAO was asked to review the Army Corps of Engineers' effectiveness in planning, acquiring, managing, and using information resources, specifically automatic data processing. **Findings/Conclusions:** The Corps has become increasingly dependent on information resources, including computers and telecommunications, software systems, and personnel, to accomplish its mission and program objectives. However, the agency has experienced numerous problems in the management, acquisition, and use of its automatic data processing resources. Its organizational structure and management approach have a number of weaknesses, including the lack of: (1) a single focus of responsibility or coherent system for managing information resources; (2) a formal oversight mechanism to ensure effective management and use of information systems and computer software; (3) an enforcement mechanism for controlling and coordinating the development of software applications; (4) a comprehensive planning process to help manage, acquire, and use information resources; and (5) a uniform method for evaluating the use and performance of computers and related information resources. A major computer hardware replacement program, CE-80, has been plagued by planning and management problems which raise doubts that the program will provide the most effective and efficient way to meet future requirements. A central office for implementing a comprehensive management program for information resources is needed. GAO believes that the Paperwork Reduction Act offers the Corps an appropriate framework for strengthening its management of information resources, including automatic data processing. **Recommendation To Agencies:** The Secretary of the Army should direct the Chief of Engineers to conduct a thorough cost-benefit analysis of alternative redesign strategies for the Corps of Engineers' Management Information Systems to assure that the Government incurs the lowest total life-cycle cost. The Secretary of the Army should direct the Chief of Engineers to perform a detailed review and analysis of major software systems to determine whether they should be continued, redesigned, or eliminated. The Secretary of the Army should direct the Chief of Engineers to determine existing computer performance capabilities which have been increased by recent computer acquisitions and evaluate the impact on long-range plans and workload projections. The Secretary of the Army should direct the Chief of Engineers to systematically update and define functional user requirements to better justify the acquisition of additional computer resources, evaluate alternative acquisition strategies, and determine requirements for communications and software. The Secretary of the Army should direct the Chief of Engineers to develop a comprehensive software plan to facilitate the transition of software systems to a future computer system. The Secretary of the Army should direct the Chief of Engineers to establish a comprehensive planning process for information resources, including automatic data processing (ADP). This process should provide a mechanism to: (1) establish strategies, goals, and objectives; (2) identify and define functional information requirements; (3) establish priorities for these requirements; and (4) measure the use of ADP resources and report on their performance. The Secretary of the Army should direct the Chief of Engineers to direct the recently designated senior official to develop and implement a comprehensive program for managing the Corps information resources. Also, the comprehensive program should include: (1) a formal oversight mechanism to guide and direct the use and management of information systems; and (2) formal procedures and policies to control software and system development projects. The Secretary of the

Army should direct the Chief of Engineers to issue a directive establishing clear authority and responsibility of the senior official for information resource management issues. The Secretary of the Army should direct the Chief of Engineers to direct staff and program offices and field offices to establish a direct and systematic reporting relationship with the central information resource management office. The Secretary of the Army should direct the Chief of Engineers to direct the senior official to conform the organizational structure, policies, and programs of the information resource management office to those of the Army as they become available. The Secretary of the Army should direct the Chief of Engineers to establish a separate information resource management office with clearly defined authority over information resource activities. This office should include the functions of information resources management, the Automation Management Office, and the CE-80 Project Office.

118784

[Automation in the Workplace: Barriers, Impact on the Work Force, and the Federal Role]. June 23, 1982. 19 pp.

Testimony before the House Committee on Education and Labor: Labor Standards Subcommittee; by Brian L. Usilaner, Associate Director, GAO Accounting and Financial Management Division.

Contact: Accounting and Financial Management Division.

Congressional Relevance: *House* Committee on Education and Labor: Labor Standards Subcommittee.

Authority: Economic Recovery Tax Act of 1981. Comprehensive Employment and Training Act of 1973. Stevenson-Wydler Technology Innovation Act of 1980.

Abstract: Comments given before a House subcommittee presented the view that automation can be an important factor in productivity improvement, although rapid, widescale adoption of automation may exacerbate such problems as labor displacement, skill shortages, geographic dislocations, and labor-management bargaining. While the private sector may assume primary responsibility for developing and implementing automation technology, the Federal Government will probably continue to play some role by developing policies and programs to encourage continued growth in automation and to address related employment problems. The U.S. lag in implementing automation in comparison with other industrial nations is in part reflected in the Nation's declining productivity. The barriers to more rapid implementation of automated technologies include: (1) technical barriers which are encountered in getting automated equipment to work; (2) financial barriers which arise from the necessity to invest in new capital equipment such as automated devices; and (3) social barriers which are based on human resistance to change. Despite these barriers, current national economic problems stimulate both development and use of automation technology. Recently published predictions have cited the potential loss of millions of jobs in the manufacturing sector because of the use of robotics. At the same time, new and existing occupations are expected to increase because of the advent and diffusion of automation. Federal efforts to encourage automation include: (1) financial incentives for private sector action; (2) research responsibilities; (3) technology transfer mechanisms; (4) support of engineering education; and (5) the development of standards to facilitate integration of diverse components of automation systems. No current Federal programs are aimed specifically at resolving the problems of unemployment caused by automation, including training in the necessary technical skills. GAO believes that there is a need for an overall plan to guide Federal policies and programs related to automation.

118785

[States' Capability To Prevent or Detect Multiple Participation in the

Food Stamp Program]. CED-82-103; B-206711. June 16, 1982. 8 pp.

Report to Sen. Jesse A. Helms, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Food: Improvements in the Operational Efficiency and Effectiveness of the Food Stamp Program (1744).

Contact: Community and Economic Development Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Department of Agriculture.

Congressional Relevance: Senate Committee on Agriculture, Nutrition, and Forestry; Sen. Jesse A. Helms.

Authority: Food Stamp Act Amendments of 1980. Agriculture and Food Act of 1981.

Abstract: GAO was asked to obtain information on the following: (1) the States' capability to prevent or detect multiple participation in the Food Stamp Program; and (2) how many States do not have a statewide computer system for the Program and what progress these States are making to obtain such a system. In addition, GAO was asked to determine whether the Department of Agriculture (USDA) has authority to require States to develop such a statewide computer system for administering the Program. **Findings/Conclusions:** GAO found that using computers to match data from different sources is an effective way to detect errors in distributing Food Stamp Program and other income security benefits. The States' capability to routinely perform such checks on an intrastate or interstate basis is largely dependent on their having sufficient equipment, information, and software. When implemented, several legislative provisions enacted by Congress tend to enhance the States' capabilities for computer matching. This includes the detection of multiple participation as part of an overall effort to provide efficient and effective program administration. The availability of social security numbers is critical to computer matching operations involving both incomes and participation comparisons. In the future, States will be required to obtain and use social security numbers for all participating household members regardless of their age or income status. Subject to the USDA Food and Nutrition Service's approval, the proposed funding regulation would provide 75-percent Federal reimbursement for computer system planning, design, development, and installation costs. GAO also found that: (1) 37 States and the District of Columbia have statewide computer systems for administering the Food Stamp Program; (2) 32 of these States can make tests to prevent or detect multiple participation by the head of household; and (3) USDA cannot require States to develop or install a statewide computer system for the Program.

118791

Disclaimer of Opinion on the Financial Statements of the Pension Benefit Guaranty Corporation for FY 1980. AFMD-82-42; B-164292. June 23, 1982. 3 pp. plus 1 appendix (55 pp.). Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting (2800).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Regulatory Accounting Rules and Financial Reporting (998.6).

Organization Concerned: Pension Benefit Guaranty Corp.; Department of Education.

Congressional Relevance: House Committee on Government Operations; Senate Committee on Governmental Affairs; Congress.

Authority: Government Corporation Control Act (31 U.S.C. 850).

Abstract: GAO examined the combined statement of financial condition of the Pension Benefit Guaranty Corporation as of September 30, 1980, the related combined statements of operations

and changes in the deficiency in net assets, and changes in financial condition for the year then ended. **Findings/Conclusions:** The examination disclosed material accounting and estimating problems, internal control weaknesses, and major uncertainties that significantly reduce the reliability of important account balances. Because of the matters discussed in the report, GAO was not able to express an opinion on whether the Corporation's statements presented fairly its financial condition and the results of its operations and changes in financial condition for fiscal year 1980. **Recommendation To Agencies:** The Executive Director of the Pension Benefit Guaranty Corporation should: (1) develop a system for financial statement reporting that values benefits on a current, individual participant basis; (2) substantiate the reasonableness of actuarial assumptions, estimation techniques, and models; (3) determine reasons for changes in the pension plan inventory and establish allowances in the financial statements for expected variances; (4) establish accounting controls and procedures to reconcile financial data maintained by separate computer systems; and (5) develop policies and procedures for substantiating information provided by external organizations.

118794

Examination of the Social Security Administration's Systems Modernization Plan. HRD-82-83; B-201668. May 28, 1982. Released June 28, 1982. 7 pp. plus 5 enclosures (20 pp.).

Report to Sen. Lawton Chiles; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Consumer and Worker Protection: Adequacy of MSHA in Protecting Miners (0926); Income Security and Social Services: To Meet Program Demands SSA Must Be Effectively and Efficiently Organized, Staffed, and Equipped (1346).

Contact: Human Resources Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Social Security Administration; Department of Health and Human Services.

Congressional Relevance: House Committee on Ways and Means: Social Security Subcommittee; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on the Budget; Senate Committee on Finance: Social Security and Income Maintenance Programs Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Budget; Sen. Lawton Chiles.

Abstract: In response to a congressional request, GAO conducted a limited review of the Social Security Administration's (SSA) Systems Modernization Plan (SMP). **Findings/Conclusions:** GAO found that, by the end of projected 5-year implementation period for the SMP, SSA can be expected to make major improvements in its automated systems through using modern automatic data processing technology. However, it will probably take at least 7 to 10 years or longer to fully implement all of the improvements contained in the SMP, and this will require the provision of needed funds for each year of the SMP implementation. **Recommendation To Agencies:** The Secretary of Health and Human Services (HHS) should direct the HHS senior official for information resources management to begin and maintain monitoring of the Systems Modernization Plan implementation as part of continuing HHS efforts to improve information resources management. The Secretary of Health and Human Services should direct the Commissioner of SSA to use the annual Systems Modernization Plan review and revision process to evaluate alternative corrective actions, adjust estimated completion dates, and revise resource requirements as appropriate. The Secretary of Health and Human Services should direct the Commissioner of SSA to follow the generally accepted systems development and modification standards to be established

under the Systems Modernization Plan and not compromise them to meet any arbitrarily established completion dates. The Secretary of Health and Human Services should direct the Commissioner of SSA to expedite efforts to identify the causes of and eliminate the apparent capacity saturation problems now limiting the effective use of the SSA program testing systems.

118824

[DOD Response to GAO Recommendations]. B-202082. June 24, 1982. 2 pp. plus 3 enclosures (12 pp.).
Letter to Caspar W. Weinberger, Secretary, Department of Defense; by Charles A. Bowsher, Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Department of Defense.

Authority: OMB Circular A-109.

Abstract: GAO commented on the Department of Defense (DOD) progress regarding 15 GAO recommendations concerning logistical operations, major weapons acquisition, and manpower issues. While GAO was generally pleased with the DOD actions being taken or planned for the future, it still believed that there are opportunities to realize savings in several areas.

118828

Industrial Policy: Japan's Flexible Approach. ID-82-32; B-207677. June 23, 1982. 77 pp. plus 1 appendix (2 pp.).
Report to Rep. Henry S. Reuss, Chairman, Joint Economic Committee; by Charles A. Bowsher, Comptroller General.
Refer to ID-83-11, October 20, 1982, Accession Number 119724.

Issue Area: International Affairs: Effectiveness of Government Efforts To Secure a Fairer and More Competitive International Trading System (0623); Science and Technology: Improvement by Federal Policies of the Climate for Innovation That Will Foster Economic Growth and Improve the Quality of Life (2021); Economic Analysis of Alternative Program Approaches: Current Macroeconomic Events, Problems, and Policies of Interest to the Congress (4031).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151.0).

Organization Concerned: Department of Defense; Department of Commerce; Department of State.

Congressional Relevance: Joint Economic Committee; Rep. Henry S. Reuss.

Abstract: In response to a congressional request, GAO analyzed Japanese industrial policy to explore the contribution of macroeconomic policy to industrial growth and to identify those industrial policies which support growing industries and those which assist declining industries to adjust. **Findings/Conclusions:** Japan's industrial policies and the instruments it used to implement them have changed significantly since World War II in response to changes in the domestic and international economy. Japan undertook the restructuring of its economy by encouraging and facilitating investment in basic industries and rationing available funds through direct lending. Credit rationing is less effective today; this is primarily due to the financial success of the industries and the growth of alternative financing sources. Since the mid-1970's, the Government has found that it needs to commit more of its resources to assist structurally depressed industries and to ensure the quality of life. Today, Japanese Government support is geared toward developing and diffusing technologies to improve productivity and to contribute to high value added, resource conservation, pollution control, and social welfare. The emphasis of Government support has shifted from heavy industries to sophisticated technology targets. Direct subsidies to joint Government-industry research and development programs together with tax and leasing programs

are widely used for technology diffusion. The Government also assists declining industries by providing incentives to scrap excess production capacity and assists workers in these industries through unemployment and reemployment programs.

118837

[Protest of Proposal Rejection]. B-205934. June 30, 1982. 5 pp.
Decision re: Lanier Business Products, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Lanier Business Products, Inc.; Department of the Army: Fort Lewis, WA.

Authority: 60 Comp. Gen. 468. B-195762 (1979). B-194926 (1980). B-203555 (1982). B-204635 (1982).

Abstract: A firm protested the rejection of its proposal for a word processing system. The Army rejected the protester's proposal for its failure to meet a mandatory requirement that the system be able to preclude the same record's being updated by more than one operator at the same time. The protester argued that its proposal did meet this requirement and that, therefore, the Army should cancel the award and offer the contract to it as the low priced bidder. The Army concluded that the protester's proposal was inadequate because, under the protester's system, there could be no flagging or lockout as specified in the solicitation. In the opinion of the protester, its best and final offer clearly indicated that it would meet the specified requirements. It further argued that, if the Army had had any question about the responsiveness of its proposal, it should have either conducted further discussions or utilized a benchmark test. GAO review of technical proposal evaluation is limited to ascertaining whether the determination of the technical merit of a proposal is unreasonable, arbitrary, or a violation of procurement laws and regulations. GAO has held that it is the responsibility of each offeror to establish that what it offers will meet the Government's needs. Here, GAO agreed with the Army that the protester failed to demonstrate that its system would meet the Army's needs. In light of this, GAO had no basis to question the Army's decision to reject the protester's proposal as technically unacceptable. GAO has held that, once an offeror has been given the opportunity to clarify its proposal and the proposal is still found technically unacceptable, the agency has no obligation to conduct further discussions. GAO has also held that the primary purpose of a benchmark test is to demonstrate that an offeror's equipment is capable of performing the desired functions, not to provide information missing from a proposal. Therefore, after determining that the protester's proposal was not acceptable, the Army was under no obligation to conduct a benchmark test on the protester's equipment. Accordingly, the protest was denied.

118839

[Protest of Bid Rejection]. B-207380. June 30, 1982. 5 pp.
Decision re: Automated Business Systems and Services, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Air Force: Randolph AFB, TX; Automated Business Systems and Services, Inc.

Authority: 4 C.F.R. 21.2(b)(2). 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.2(c). 55 Comp. Gen. 445. 54 Comp. Gen. 120. 52 Comp. Gen. 20. 56 Comp. Gen. 172. B-204848 (1982). B-196723 (1980). B-203391.4 (1982). B-200386 (1981). B-186715 (1976). B-185339 (1976). 10 U.S.C. 2305(c).

Abstract: A firm protested the rejection of its bid as nonresponsive and the award of a contract to the higher bidder under an invitation for bids issued by the Air Force for 11 intelligent toggle systems. The protester submitted a bid with the lowest price, but attached to its bid a non-disclosure clause which it customarily used when

submitting offers in negotiated procurements. After bid opening, the protester attempted to convince the contracting officer that the non-disclosure clause was inadvertently attached to its bid and was, by its use of negotiation terms, applicable only to negotiated procurements. The contracting officer determined that the protester's bid was nonresponsive and reverified that determination after considering the protester's arguments. The protester argued that the contracting officer erred in his reasoning because professional procurement personnel of the Federal Government do not interchangeably use negotiation terms and terms applicable to formal advertising and suggested that this deficiency may be corrected under the mistake-in-bid procedures. GAO held that: (1) a bid which includes restriction on its disclosure is properly rejected as nonresponsive since, by statute, the bid must be publicly disclosed; (2) where the protester permitted approximately 2 months to elapse between award of contract and the filing of the protest, the protester did not diligently pursue the protest and, consequently, the protest was untimely and not for consideration; and (3) the protest concerning the funding provisions of the solicitation was untimely since it concerned an alleged impropriety in the solicitation which was apparent prior to bid opening. Accordingly, the protest was summarily denied in part and dismissed in part.

118861

[Data From the Retirement History Survey]. IPE-82-5; B-207737. July 6, 1982. 3 pp.

Report to Bruce Chapman, Director, Bureau of the Census; by Eleanor Chelimsky, Director, GAO Institute for Program Evaluation.

Contact: Institute for Program Evaluation.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Bureau of the Census.

Abstract: GAO initiated a study on retirement patterns among the general workforce and attempted to use the Retirement History Survey (RHS). RHS consists of data collected by the Bureau of the Census on approximately 12,000 individuals who were followed by the Bureau into and through the retirement years. **Findings/Conclusions:** The study was terminated because of the poor quality of the RHS data. Overall, GAO encountered nine kinds of problems: (1) inconsistencies in items across years that prevent consistent analysis across years; (2) inconsistencies within individual questionnaires; (3) inconsistent response categories across years; (4) unrealistic extreme values; for example, there are respondents who indicated that they have 44 or 99 children; (5) frequent instances of missing values and inconsistencies across years in the number of missing cases for the same item; (6) improperly defined response categories; (7) logically impossible negative values for items such as income; (8) internal errors across variables within years; and (9) inconsistencies in responses across years. These kinds of problems differed in the frequency with which they occurred and their possible damage to any particular analysis. GAO believes that potential users of RHS data may be better served if they know the condition of the data before committing significant funds and effort to acquire the data tapes.

118868

[Review of the FAA Response to Letter on the National Airspace System Plan]. AFMD-82-91; B-206887. June 4, 1982. Released July 6, 1982. 3 pp. plus 3 enclosures (8 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Refer to AFMD-82-66, April 20, 1982, Accession Number 118373.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of

Agency Missions (0118); Transportation Systems and Policies: Economy, Effectiveness, and Efficiency in the Management of FAA's Activities and Functions (2475).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Federal Aviation Administration; Department of Transportation.

Congressional Relevance: House Committee on Government Operations; *Rep.* Jack Brooks.

Abstract: GAO was requested to analyze the Federal Aviation Administration's (FAA) response to a prior report on the FAA National Airspace System (NAS) Plan. **Findings/Conclusions:** While the FAA Administrator considered the report useful, he stated that he was confused over what he perceived as inconsistencies between the report and a prior testimony. However, GAO found no such inconsistencies and believes that its concern about updating software is justified by its experience with other agencies. Because of the risk in the FAA strategy for restoring the existing software on modern computers, GAO believes that a congressional committee should obtain from the Administrator a firm commitment to redesign and rewrite the software, set milestones, and furnish periodic progress reports. GAO is concerned that efforts to improve air safety be successful, economical, and efficient. GAO also believes that the Administrator shares the concern and that the NAS Plan is a step in the right direction. Therefore, to avoid any further possibility of confusion, it may be beneficial for the Administrator to discuss with GAO any of the recommendations or any other matters on which GAO may be of assistance.

118876

Adverse Opinion on the Financial Statements of the Student Loan Insurance Fund for FY 1980. AFMD-82-52; B-202873. July 8, 1982. 21 pp. plus 4 appendices (20 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: Accounting and Financial Management Division.

Budget Function: Education, Training, Employment, and Social Services: Higher Education (502.0).

Organization Concerned: Department of Education; Department of Education: Office of Student Financial Assistance.

Congressional Relevance: House Committee on Education and Labor; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on the Budget; Senate Committee on Labor and Human Resources: Education, Arts, and the Humanities Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Budget; Congress.

Authority: Higher Education Act of 1965 (20 U.S.C. 1071). 20 U.S.C. 1082(b)(2).

Abstract: As required by the enabling legislation of the Guaranteed Student Loan Program, GAO reported to Congress its opinion on the Student Loan Insurance Fund's financial statements for the fiscal year (FY) ended September 30, 1980. **Findings/Conclusions:** Since the Fund's inception, serious accounting and reporting problems have resulted from inadequate internal controls and noncompliance with generally accepted accounting principles. Although GAO has regularly reported these problems since 1969, Fund management has done little to correct them. In the opinion of GAO, the Fund's financial statements do not fairly present its financial position at September 30, 1980, or the results of its operations and the changes in its financial position for FY 1980. This adverse opinion was necessary because: (1) control account balances, representing 64 percent of the Fund's assets, could not be reconciled with computerized subsidiary records; (2) procedures have not been developed for several accounts, resulting in material

misstatements; (3) cash transactions were not recorded in the correct FY; (4) canceled checks totaling \$14 million were added to the Fund's cash balance without determining whether they had been recorded when initially issued; (5) supervisory reviews and other verification procedures were frequently ineffective; and (6) the uncollectible portion of insurance premiums receivable was not recorded. **Recommendation To Agencies:** The Secretary of Education should direct the Office of Student Financial Assistance to: (1) prepare appropriate written accounting procedures; (2) record all cash transactions promptly; (3) analyze the Fund's collection experience and establish an allowance for loss rates which are based on this experience; (4) properly train and supervise accounting personnel; and (5) consistently verify manual computations when necessary to ensure the integrity of files and processing. The Secretary of Education should delegate all accounting, recordkeeping, and financial statement preparation responsibilities to the Office of Student Financial Assistance.

118908

[Protest of Potential Contract Award Alleging Improper Proposal Evaluation]. B-205533. July 8, 1982. 6 pp.

Decision re: E. C. Campbell, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: E. C. Campbell, Inc.; Defense Logistics Agency; White Machine Co.

Authority: 4 C.F.R. 21.2(b)(2). 53 Comp. Gen. 47. 57 Comp. Gen. 809. 56 Comp. Gen. 454. D.A.R. 2-502. B-203206 (1981). B-193261 (1979).

Abstract: A firm protested the award of any contract under an invitation for bids (IFB) issued by the Defense Logistics Agency (DLA). Bids under the IFB were to be based on the bidders' own technical proposals submitted as step one of a two-step procurement. The protester challenged the potential award to the apparent low bidder contending that DLA failed to evaluate certain maintenance aspects of the technical proposals and improperly waived certain technical requirements for the potential awardee without advising the other offerors that its minimum needs had changed. Three firms submitted proposals under the solicitation prior to the closing date. At some point during the evaluation, it was decided that the systems offered should be equipped with special tools for manual operation. The bidders were advised of the added requirement and afforded the opportunity to clarify any apparent deficiencies in their proposals. The protester agreed to the added requirement; however, the low bidder informed DLA that it would not comply with the special tools requirement stating that it did not have any such tools available. Instead, the firm offered what it considered a more feasible alternative. The project engineer concluded that all proposals, as clarified, were technically acceptable, and the two-step IFB was issued to the three offerors. The protester discovered that DLA had accepted the low bidder's offer without the special tools requirement and protested to GAO arguing that, since DLA had waived several requirements, including the one for special tools, it did not treat all bidders equally and, as a result, the procurement was defective. GAO stated that if a technical proposal represents a basic change in the Government's essential requirements, it can be accepted only if the agency informs the other offerors of the change and affords them the opportunity to submit revised proposals based on the changed requirements. This reflects the fundamental procurement principle that all offerors must be treated fairly and equally so as to promote full and free competition. In this case, GAO concluded that DLA failed to treat all bidders fairly and equally. Accordingly, the protest was sustained, and GAO recommended that DLA resolicit bids based on its current minimum needs.

118935

[Reapproval of the Drug Enforcement Administration Accounting System Design]. AFMD-82-100; B-157162. July 12, 1982. 1 p.
Report to William French Smith, Attorney General, Department of Justice; by Charles A. Bowsher, Comptroller General.

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Review and Approval of Accounting Systems (998.2).

Organization Concerned: Department of Justice; Drug Enforcement Administration.

Abstract: GAO was requested to reapprove the accounting system design for the Drug Enforcement Administration (DEA).

Findings/Conclusions: Because of significant changes to the design of the DEA accounting system, GAO evaluated the system's automatic data processing aspects primarily to determine their adequacy as to internal controls, audit trails, data integrity, and consistency with the accounting specifications. GAO reapproved the accounting system design.

118936

[The OMB Efforts To Develop and Augment the Federal Information Locator System Have Not Met Congressional Expectations]. GGD-82-76; B-207554. June 17, 1982. Released July 14, 1982. 10 pp.
Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Application of Information Technology for More Efficient and Economical Collection, Maintenance and Dissemination of Information (4221).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Office of Management and Budget; Commission on Federal Paperwork; Office of Management and Budget: Office of Information and Regulatory Affairs; Department of Defense.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Rep. Jack Brooks.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). 44 U.S.C. 3507(a)(1)(A). 5 U.S.C. 3109. 44 U.S.C. 35.

Abstract: Pursuant to a congressional request, GAO examined the Office of Management and Budget's (OMB) efforts to develop the Federal Information Locator System (FILS). **Findings/Conclusions:** OMB did not develop and have the FILS operational by the April 1, 1982, deadline. The factors contributing to the deadline's not being met included: (1) Congress not appropriating the funds needed to develop and operate the FILS in fiscal year (FY) 1982, and (2) an unexpected delay in filling the FILS project manager position. OMB has not allocated funds for the FILS in FY 1982 and has not requested funds for the FILS in its FY 1983 budget request. It is considering requesting that the Department of Defense (DOD) provide the funding needed to develop the FILS in FY 1983. GAO knows of no authority which would permit OMB to use DOD funds for this purpose. Despite this, OMB believes that it will have the FILS operational by October 1983. GAO believes that OMB did not provide adequate guidance and direction to its task force which was to develop specifications and functional requirements for the FILS. Because only an FILS manager has been appointed for FILS work, GAO believes it unlikely that OMB will be able to provide the necessary guidance to ensure the success of a new, larger task force being considered. Since the FILS is the basic building block upon which other provisions of the Paperwork

Reduction Act of 1980 depend, the OMB failure to complete the FILS on time is delaying successful implementation of the Act. GAO believes that OMB could have made more resources available for FILS development and that it could have taken a more aggressive leadership role in developing functional requirements for the system and in resolving the policy issues affecting FILS development. **Recommendation To Congress:** Congress should amend the OMB appropriation to provide specific funding for the Office of Information and Regulatory Affairs paperwork reduction and related information management activities.

118938

[*Query Concerning Application of Brooks Act to Federal Procurement*]. B-207938. July 13, 1982. 1 p.

Letter to Association of Soil and Foundation Engineers; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Association of Soil and Foundation Engineers.

Authority: Automatic Data Processing Equipment Act (40 U.S.C. 541 et seq.). 4 C.F.R. 21.7.

118961

[*Protest of Sole-Source Reprocurement*]. B-205820. July 13, 1982. 6 pp.

Decision re: Diversified Computer Consultants; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Diversified Computer Consultants; Department of Agriculture; IBIS Corp.

Authority: 57 Comp. Gen. 703. B-205155 (1982). B-205978 (1982).

Abstract: A firm protested a sole-source reprocurement resulting in the award of a contract. The protester contended that: (1) the sole-source award was improper because the procuring agency knew that the protester was able to perform at a much lower price; and (2) the award resulted from improper action by a former agency employee, now employed by the awardee. The procuring agency explained that, at the time of the reprocurement award, the awardee was the only firm capable of meeting its urgent requirements and that there was no evidence of improper action by the former employee. The reprocurement followed the termination for default of the protester's contract for the identical items. Because the protester was unable to meet the delivery terms of the contract, the agency decided to terminate the contract and reprocure from the only other known source. The protester argued that, because of its advice to the agency that it was willing and able to perform, the agency's automatic exclusion of the protester from consideration on the reprocurement violated regulations requiring competitive procurement, the action was tantamount to an improper and premature nonresponsibility determination, and the agency breached its duty to mitigate damages when assessing excess reprocurement costs. The agency reported that it did not learn that the protester was ready and willing to perform the contract until the day after the reprocurement award. It also stated that the completion of the contract was urgently needed to replace rapidly deteriorating equipment. The agency noted that the awardee delivered the requirement 10 days after the award. In prior decisions GAO has found that, in a reprocurement situation, award of a contract to the second low bidder under the original procurement is legitimate. A sole-source procurement is justified where the Government's minimum needs can be satisfied by only one firm which, as here, could reasonably be expected to make a timely delivery. Thus, the agency had a reasonable basis to turn to the awardee as the only known source of timely supply. GAO did not find that the protester

was improperly excluded on a nonresponsibility basis. GAO does not consider protests contending that a procurement action is inconsistent with the Government's duty to mitigate damages resulting from default. GAO found no convincing evidence of conflict of interest on the part of the former employee. Accordingly, the protest was denied in part and dismissed in part.

118980

Better Information Management Could Alleviate Oversight Problems With the GSA Construction Program. PLRD-82-87; B-207804. July 9, 1982. Released July 19, 1982. 36 pp. plus 1 appendix (5 pp.). Report to Rep. John G. Fary, Chairman, House Committee on Public Works and Transportation: Public Buildings and Grounds Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Facilities and Material Management: Improvements in the Acquisition and Management of Federal Design and Construction To Control or Reduce Costs (0724); Information Management: Progress of Individual Agencies Toward Meeting Their Responsibilities Assigned by P.L. 96-511 (4218).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Procurement - Other Than Defense (990.4).

Organization Concerned: General Services Administration; Public Buildings Service.

Congressional Relevance: House Committee on Public Works and Transportation: Public Buildings and Grounds Subcommittee; House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; Senate Committee on Environment and Public Works; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Rep. John G. Fary.

Authority: Public Buildings Act. Paperwork Reduction Act of 1980. H.R. 6410 (97th Cong.). H. Rept. 96-835. S. 1411 (97th Cong.).

Abstract: GAO was asked to review the General Services Administration's (GSA) Public Buildings Service's ability to provide accurate and timely information on construction. **Findings/Conclusions:** GAO found that information on project cost, scope, and schedule variances is not routinely provided to congressional committees or GSA top management, nor is it accurate or timely. This lack of information prevents Congress from effectively evaluating progress on approved projects or identifying cost overruns and delays. Extensive manual efforts are required to generate oversight information reports, in spite of the availability of an information system designed to collect the needed data. Further, the GSA information management organization is not structured or properly positioned to effectively resolve such problems or to respond to the needs of program managers. The automated tracking system cannot provide complete and meaningful project performance information, and it does not provide reliable oversight reports because its data base contains inaccurate and outdated information. GAO found that: (1) GSA never completed the required post-implementation system review/evaluation to determine whether the system was designed and is functioning properly; (2) the system's integrity and reliability are not maintained because users do not follow the National Bureau of Standards Federal Information Processing Standards; and (3) use of the system is not required, nor do GSA regions adequately support it. The problems in this review are indicative of deeper ones in the overall GSA information resources management. **Recommendation To Agencies:** The Administrator of General Services should establish a central Information resources management (IRM) office, headed by the senior official, consolidating existing offices. This office should include such IRM-related sub-components as deemed necessary for the senior official to carry out his/her responsibilities. The Administrator of General Services should require top management's involvement and cooperation in IRM and emphasize the senior IRM official's authority over all

IRM activities at GSA. The Administrator of General Services should appoint a senior official experienced in information management as the permanent information resources manager, designated at assistant administrator or equivalent level, reporting directly to him, with the sole responsibilities of this official being to implement the Paperwork Reduction Act of 1980 and assume all the duties required by the Act. The Commissioner of the Public Buildings Service and the designated information resources manager of GSA should enforce the timely input of required data into the selected system. The Commissioner of the Public Buildings Service and the designated information resources manager of GSA should require Service managers to use whichever system is ultimately selected for agency use. The Commissioner of the Public Buildings Service and the designated information resources manager of GSA should correct and improve the Repair and Alteration and Construction Automated Tracking System (RACATS) so that it adequately fulfills the current needs of the agency or acquire another existing system which will fulfill its needs. The Administrator of General Services should correct the input error problem through training, and possibly by acquiring better input devices, such as optical readers or other new input technology. The Administrator of General Services should acquire computer graphics capability which is cost effective to eliminate extensive, manual efforts expended in preparing management reports. The Administrator of General Services should require that a full and complete inventory be made of all nonstandard programs and that a listing of all available programs be disseminated to be regions. The Administrator of General Services should require that regions document all nonstandard RACATS programs fully and that the regions submit this documentation to the central office where it will be kept on file for control purposes. The Administrator of General Services should require that the Commissioner of the Public Buildings Service enforce adherence to Federal Information Processing Standards by user organizations. The Administrator of General Services should conduct a post-implementation system review of RACATS to determine whether it should be redesigned to collect and analyze all the data necessary to provide complete project performance information or whether a more suitable existing system should be acquired.

118991

[Protest of Air Force Contract Award]. B-205279. July 19, 1982. 7 pp.

Decision re: System Sciences Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Air Force: Air Force Systems Command: Electronics Systems Division, Hanscom AFB, Bedford, MA; System Sciences Inc.

Authority: B-193817 (1979). B-195196 (1980). B-199755.2 (1981). B-200142 (1981). B-200775 (1981). B-201853.2 (1982). B-203235.5 (1982).

Abstract: A firm protested the award of a contract for a computerized information system. The protester alleged that the Air Force failed to conduct meaningful discussions and that it improperly declared the firm's technical proposal unacceptable when it changed the brand of a proposed printer/plotter in its best and final offer. The protester felt that it should have received the award because it met the Government's minimum needs at a lower fixed price than that of the awardee. The protester also sought the award of bid preparation costs. Subsequent to reviewing the cost allocation and availability for the printer/plotter with the protester, the Air Force specified in a letter the type of equipment which the contractor had to furnish. In its best and final offer, the protester substituted another brand of printer/plotter, because it felt that this brand was more cost effective. It requested the Air Force to examine the substitute equipment. The Air Force downgraded the protester's proposal because it felt that the substitute equipment was

inferior. GAO believed that the Air Force should have described its requirements fully in the performance specifications. However, the Air Force letter fully described the equipment needed. Even where a requirement has been omitted from a solicitation, GAO has upheld the rejection of proposals for noncompliance if the requirements are made known to offerors during negotiations. Therefore, GAO found that the Air Force properly found the protester's best and final offer unacceptable. GAO found no factual basis for the allegation that the Air Force failed to conduct meaningful discussions regarding the proposal. Since the protester's technical proposal was properly found to be unacceptable, it was not entitled to bid preparation costs. Accordingly, the protest was denied.

119018

[Protest of FBI Solicitation Specifications]. B-208142. July 22, 1982. 2 pp.

Decision re: Diversified Computer Consultants; by F. Henry Barclay, Jr., (for Harry R. Van Cleve, Acting General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: Diversified Computer Consultants; Federal Bureau of Investigation.

Authority: 4 C.F.R. 21.2(b)(1). B-203717.2 (1981).

Abstract: A firm protested certain specifications contained in a request for proposals issued by the Federal Bureau of Investigation for automatic data processing equipment. The protester argued that the specifications were defective because they required the awardee to furnish only new IBM equipment. GAO held that the protest against the agency's solicitation specifications was untimely since it was not filed with GAO prior to the closing date for receipt of initial proposals. Accordingly, the protest was dismissed.

119021

Prisoners Receiving Social Security and Other Federal Retirement, Disability, and Education Benefits. HRD-82-43; B-202095. July 22, 1982. 19 pp. plus 5 appendices (8 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Income Security and Social Services: Eligibility Determinations (1307).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0); Veterans Benefits and Services: Income Security for Veterans (701.0); Veterans Benefits and Services: Veterans Education, Training, and Rehabilitation (702.0); Administration of Justice: Federal Correctional Activities (753.0).

Organization Concerned: Veterans Administration; Social Security Administration; Department of Health and Human Services; Department of Education.

Congressional Relevance: House Committee on Ways and Means; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on the Budget; Senate Committee on Finance: Social Security and Income Maintenance Programs Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Budget; Congress; Rep. G. William Whitehurst.

Authority: Immigration and Nationality Act. Social Security Act. P.L. 96-473. P.L. 96-385. P.L. 97-123. F.L. 96-466.

Abstract: Pursuant to a congressional request, GAO estimated the number of incarcerated felons who are receiving social security and other cash benefits from various Federal programs. Initial GAO estimates on the number of prisoner beneficiaries receiving benefits from Social Security Administration (SSA) and Veterans Administration (VA) programs resulted in Congress' enacting legislation in 1980 to exclude certain of these benefits to prisoners.

Findings/Conclusions: Before the 1980 amendments, GAO estimated that: (1) about 1.4 percent of the incarcerated felons were receiving social security disability benefits of approximately \$17 million a year; (2) about 1 percent were receiving VA disability compensation of approximately \$8 million a year; and (3) about 1.3 percent were receiving VA education benefits of approximately \$14 million a year. Prisoners were also receiving cash benefits from other similar Federal programs not addressed by the amendments, including 0.4 percent who were receiving social security retirement or survivor benefits of approximately \$4 million a year. Other prisoners were receiving cash benefits from the Federal needs-based programs of Supplemental Security Income and veterans pensions. SSA and VA will not be able to identify prisoner beneficiaries completely until accurate social security numbers (SSN's) are available for all prisoners. States varied widely in the completeness and accuracy of this information and could improve their documentation in coordination with the SSA validation process. GAO also estimated that about 4 percent of the prisoners were receiving post-secondary education funded through Pell Grants. The amounts varied but, because of tuition waivers, some grants were higher than the schools fees actually charged to the prisoners. **Recommendation To Agencies:** The Secretary of Education should amend the Pell Grant Program regulations so that schools are required to calculate the students' cost of attendance, upon which Pell Grants are based, after any tuition waivers have been granted. The Administrator of Veterans Affairs should use the prisoner identification information supplied by SSA to better identify prisoner beneficiaries of VA programs. The Secretary of Health and Human Services should direct the Commissioner of Social Security to: (1) encourage State prison systems to give SSA periodic lists of prisoners, incarceration dates, and accurate SSN's; (2) validate all prisoner SSN's and share the names, validated SSN's, and incarceration dates with VA, so that VA can better identify prisoner beneficiaries of its programs; and (3) share the corrected SSN's with the prison systems to enhance the accuracy of their prisoner files.

119023

Compilation of GAO Work on Tax Administration Activities During 1981. GGD-82-82; B-137762. July 22, 1982. 2 pp. plus 8 enclosures (110 pp.).

Report to Sen. Robert J. Dole, Chairman, Joint Committee on Taxation; Sen. William V. Roth, Jr., Chairman, Senate Committee on Governmental Affairs; Rep. Jack Brooks, Chairman, House Committee on Government Operations; Sen. Robert J. Dole, Chairman, Senate Committee on Finance; Rep. Daniel Rostenkowski, Chairman, House Committee on Ways and Means; by Charles A. Bowsher, Comptroller General.

Issue Area: Tax Administration (2700).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Internal Revenue Service; Department of the Treasury; Department of Justice; Bureau of Alcohol, Tobacco and Firearms.

Congressional Relevance: House Committee on Ways and Means; House Committee on Government Operations; Senate Committee on Finance; Senate Committee on Governmental Affairs; Joint Committee on Taxation; Rep. Jack Brooks; Rep. Daniel Rostenkowski; Sen. William V. Roth, Jr.; Sen. Robert J. Dole.

Authority: P.L. 95-125.

Abstract: The results of GAO work in the area of tax administration for 1981 were summarized. **Findings/Conclusions:** The report consists of the following enclosures: (1) open recommendations to Congress from reports issued during and prior to 1981; (2) a review of the legislative action taken during 1981 on recommendations; (3) recommendations to the Commissioner of Internal Revenue during 1981; (4) reports on tax administration matters issued during 1981;

(5) testimony given by GAO officials during 1981 before various congressional committees; (6) the scope and subject matter of reviews initiated during 1981; (7) a GAO order relating to safeguarding tax returns and return-related information and procedures followed when undertaking reviews at the Internal Revenue Service and the Bureau of Alcohol, Tobacco and Firearms.

119027

[The Defense Science Board's Task Force on Embedded Computer Resources Acquisition and Management]. July 22, 1982. 7 pp.

Testimony before the House Committee on Government Operations: Legislation and National Security Subcommittee; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Department of Defense: Defense Science Board; Department of Defense.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee.

Authority: DOD Instruction 5000.5x.

Abstract: The Comptroller General discussed Department of Defense (DOD) Instruction 5000.5x and the GAO review of the objectivity of a Defense Science Board task force. The task force was convened to review DOD acquisition, management, and utilization of computers to support its military mission. The objectives of the proposed DOD Instruction are to curtail high costs from hardware and software proliferation and increase the effectiveness of embedded computer management. Although the Instruction had merit during the 1970's, there are serious challenges to its validity in the 1980's. GAO believes that its earlier recommendation that DOD not implement the Instruction is still appropriate. Some firms that are heavily engaged in providing computers to support military missions have little or no commercially oriented computer capacity. It is to the advantage of such firms for DOD to establish a policy of standardization on their computer lines. Given the huge sums of money involved, it is critical that any group established to judge and make recommendations on the standardization issue be as free from overall bias as possible. The financial and employment ties of task force members should be thoroughly analyzed to insure the absence of inherent biases and conflicts of interest. GAO believes that DOD did not properly attend to this important requirement. When the task force deliberation occurred, the Army had entered into four advance development contracts aimed at the eventual selection of a single production contractor to fill the Army's requirements for embedded computers. The Navy's program had progressed beyond the advance development stage. Unlike the other services, the Air Force avoided standardizing below the architecture level set by the Instruction. A review of the financial statements of task force members showed that 7 of 11 members had financial interests in one or more of the firms that had standardization contracts under the Army, Navy, or Air Force programs. Given the interests of the task force membership in supporting the proposed policy, GAO believes that the conclusions of the task force cannot be relied on as an independent assessment of the proposed DOD policies on embedded computer acquisition and management.

119028

Further Research Into Noncompliance Is Needed To Reduce Growing Tax Losses. GGD-82-34; B-207207. July 23, 1982. 57 pp. plus 4 appendices (13 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Tax Administration: Strengthening of IRS Organization and Allocation of Resources To Improve Its Efficiency, Effectiveness, and Economy (2763).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Office of Management and Budget; Department of the Treasury; Internal Revenue Service.

Congressional Relevance: *House* Committee on Ways and Means: Oversight Subcommittee; *House* Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; *House* Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; *House* Committee on the Budget, *Senate* Committee on Finance; *Senate* Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; *Senate* Committee on Budget; *Joint* Committee on Taxation; Congress.

Authority: S. 2198 (97th Cong.).

Abstract: The Federal Government is losing billions of dollars in tax revenues annually because individuals are not complying with U.S. tax laws. There is a growing trend toward disregard for the principle of voluntary tax compliance, a trend which the Internal Revenue Service (IRS) estimates increased tax revenue losses from \$12 billion in 1976 to at least \$20 billion in 1980. **Findings/Conclusions:** GAO found that IRS needs more complete information and insight on what makes people willing to comply. Such data are essential to determine the most cost-effective strategy in combating unreported income, the most serious problem confronted by IRS. Until IRS has better compliance data, it should place more emphasis on increasing the tax revenue yield from its various programs. IRS relies on the examination of tax returns as its primary strategy for stimulating compliance, and it has allocated more than one-half of its compliance resources to the examination program. However, the examination program has not stemmed the decline in voluntary compliance. GAO found that the actual effect of the examination program on voluntary compliance is, at best, unclear. The most severe compliance problem involves unreported income, which accounts for almost three-fourths of the estimated tax revenue lost through taxpayer noncompliance. Recent IRS studies of the unreported income problem indicate that even its most intensive examinations were only detecting about 25 percent of the income not reported by those persons audited. Obviously, IRS needs to find out which of its various compliance programs can be brought to bear in dealing with this problem. Allocating resources to obtain maximum revenues would also increase tax revenue in the examination program. **Recommendation To Agencies:** The Commissioner of Internal Revenue should plan and budget within each program to maximize revenue using the best available cost/revenue data. The Commissioner of Internal Revenue should develop additional data so that resources can be allocated among all compliance programs to increase, insofar as practicable, overall tax revenue. The Commissioner of Internal Revenue should use cost/revenue data to reallocate staff years from those compliance programs with historically lower average revenue yields to those with much higher yields in order to increase tax revenues from those programs. The Commissioner of Internal Revenue should design, and assign a high priority to, compliance research which will identify techniques for measuring and analyzing the effects of the compliance programs on both those taxpayers actually contacted and others who might be affected. The Commissioner of Internal Revenue should design, and assign a high priority to, compliance research which will provide data on how and why IRS compliance programs, both collectively and individually, affect peoples' willingness and ability to accurately report taxable income and to otherwise comply with the tax laws.

119039

[Request for Reconsideration]. B-205521.3, B-205521.4. July 26, 1982. 10 pp.

Decision re: Computer Data Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Computer Data Systems, Inc.; Small Business Administration; Department of the Navy; Systems and Applied Sciences Corp.

Authority: Walsh-Healey Act (Government Contracts). Small Business Act (15 U.S.C. 637(a)). Administrative Procedure Act. 13 C.F.R. 121.3-8(e)(9). 13 C.F.R. 121.3-8. 13 C.F.R. 121.3-17. 13 C.F.R. 121.3-17(b). 13 C.F.R. 124.1-1(c)(1). 13 C.F.R. 121.3-4(d). F.P.R. 1-1.601-1. P.L. 96-481. S. Rept. 96-974. Systems and Applied Sciences Corp. v. Sanders, Civ. Act. No. 82-0157 (D.D.C. 1982). Cal Western Packing Corp. v. Collins, Civ. Act. No. 80-2548 (D.D.C. 1982). Amex Systems, Inc. v. Cardenas, 519 F. Supp. 537 (D.D.C. 1981). Meyers & Meyers, Inc. v. U.S. Postal Service, 527 F.2d 1252 (2nd Cir. 1975). Old Dominion Dairy Products, Inc., v. Secretary of Defense, 631 F.2d 953 (D.C. Cir. 1980). Gonzalez v. Freeman, 334 F.2d 570 (D.C. Cir. 1964). B-198452 (1980). 41 U.S.C. 43. 15 U.S.C. 637(a)(9). 94 Stat. 2321.

Abstract: The Small Business Administration (SBA) and a firm requested that GAO reconsider the decision in which it sustained a protest against the award of a contract for the development and maintenance of software systems for the Navy under the SBA section 8(a) program. GAO recommended that SBA no longer consider the firm for the Navy requirement or for any further contracts under the 8(a) program unless the determination by the SBA Size Appeals Board that the firm was not a small business is formally reversed. The firm filed suit in a district court for declaratory and injunctive relief and the court requested a decision from GAO. The determination that the protester was no longer eligible for contract awards under the 8(a) program was made pursuant to an SBA size review of fifty participants in the 8(a) program whose receipts indicated that they had ceased to be small businesses. However, GAO noted that, despite the adverse size determination, SBA continued to award contracts to the firm at a level totally inconsistent with the size standard upon which the firm's 8(a) eligibility was based. It is against this background that SBA had proposed to award the Navy procurement for an estimated \$1.9 million that prompted the protest by the awardee. Accordingly, GAO affirmed its prior decision, which sustained a protest against award of a contract to the firm under the SBA section 8(a) program, since it has not been established that the decision was based on error or law or fact.

119058

[Protest of Award Under Defense Logistics Agency Invitation for Bids]. B-206481. July 28, 1982. 3 pp.

Decision re: White Machine Co.; by F. Henry Barclay, Jr., (for Harry R. Van Cleve, Acting General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: White Machine Co.; Defense Logistics Agency.

Authority: 49 Comp. Gen. 28. B-202857 (1981).

Abstract: A firm protested any award under an invitation for bids issued by the Defense Logistics Agency (DLA) for automated storage and retrieval systems. The protester contended that it was at a competitive disadvantage under the procurement, because some of its proprietary technical data had been disclosed by DLA to the eventual low bidder in connection with an earlier procurement. The low bidder was in possession of this information at least 2 weeks prior to bid opening for the procurement in question. The protester contended that the technical data provided the low bidder with insight into its procedures for bidding and thus placed the low bidder in an unfair competitive position for the procurement. The protester suggested that GAO should recommend cancellation of the solicitation and the procurement of the systems from itself on a sole-source basis. GAO found no basis upon which it could grant

relief in this matter. Although the technical data disclosed were proprietary, the disclosure occurred in connection with an earlier procurement and there is not an appropriate remedy which can be provided for future procurements. DLA did not use the proprietary data to define its needs, it did not misappropriate the data, nor was there any evidence that the protester was in line for a sole-source award prior to the disclosure. Thus, no purpose would be served by awarding a sole-source contract in this case. Since GAO could not provide an appropriate remedy under the circumstances given, the protest was dismissed.

119061

[Views on Draft Segment of Federal Acquisition Regulation: Part 36]. B-207349. July 16, 1982. 3 pp.

Letter to William J. Maraist, Assistant Administrator for Regulations, Office of Federal Procurement Policy; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Office of Federal Procurement Policy.

Authority: Automatic Data Processing Equipment Act (40 U.S.C. 541 et seq.). Armed Services Procurement Act. Military Construction Authorization Act. F.A.R. 36. D.A.R. 18-901. B-1995481 (1980).

Abstract: GAO comments were requested on a draft segment of the Federal Acquisition Regulation (FAR) which covers construction and architect-engineer contracts. GAO suggested substitute wording for a description of the preparation of shop drawings to make the wording of the FAR consistent with Defense Acquisition Regulations. GAO pointed out that the provisions of the Brooks Act apply to architect-engineer contracts entered into by the military services only where construction projects are involved. In addition, GAO found that the waiver of the discussion requirements and the short selection procedures appeared to be inconsistent with 40 U.S.C. 543. GAO recommended that negotiations be based on proposals which clearly identify the tasks to be performed and indicate how computers will be used on the contract. GAO also recommended that the contracting officer, on a selective basis, enforce the liability and collect the amount due for costs resulting from design error or deficiencies even though the administrative costs outweigh the recoverable costs.

119073

Commodity Futures Regulation: Current Status and Unresolved Problems. CED-82-100; B-203483. July 15, 1982. 215 pp. plus 16 appendices (111 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Food: Non-Line-of-Effort Assignments (1751).

Contact: Community and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Commodity Futures Trading Commission; National Futures Association.

Congressional Relevance: House Committee on Agriculture: Conservation, Credit, and Rural Development Subcommittee; House Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; House Committee on the Budget; Senate Committee on Agriculture, Nutrition, and Forestry; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Budget; Congress.

Authority: Commodity Exchange Act (Futures). Commodity Futures Trading Commission Act of 1974 (P.L. 93-463; 88 Stat. 1389). Futures Trading Act of 1978. Independent Offices Appropriation Act, 1952 (31 U.S.C. 483a). Paperwork Reduction Act of 1980 (44 U.S.C. 3501 et seq.). Administrative Procedure

Act. Securities Exchange Act of 1934. OMB Circular A-25. OMB Circular A-123. Commodity Futures Trading Comm. Reg. 1.35(g)(1). Commodity Futures Trading Comm. Reg. 1.50. Commodity Futures Trading Comm. Reg. 1.51. Commodity Futures Trading Comm. Reg. 1.52.

Abstract: GAO conducted a review of the programs of the Commodity Futures Trading Commission to assess whether the Commission's programs meet the objectives established by Congress and measure up to the Commission's own stated objectives. This review was conducted to assist Congress in evaluating the Commission's performance in conjunction with its reauthorization. **Findings/Conclusions:** GAO stated that the Commission has made progress in developing a regulatory framework to protect commodities customers and that the principal Federal programs for commodities futures regulation must continue if futures trading is to operate reasonably free from abuse. Even if the exchanges assume increasing responsibility for key aspects of regulating futures trading, the Federal Government must continue to monitor exchange performance to determine whether self-regulation is working. The Commission's program to review the exchanges' rule enforcement procedures and performance have not covered all aspects of exchange programs often enough and have not promptly followed up on previously identified deficiencies. The Commission more thoroughly analyzes information submitted to support contract approval than it previously did; however, it still needs to strengthen and clarify its approval requirements and devote more effort to existing contracts to determine if they are actually meeting their economic function. Weaknesses in the Commission's automatic data processing programs prevent it from collecting and analyzing market data in a way that can effectively support its surveillance program. The Commission's efforts to register industry professionals and to identify and remove unfit individuals can also be improved. The reparations program is not meeting its objectives as it takes an average of 3 years to complete the reparations process, complainants have difficulty understanding the program, and the process is expensive. **Recommendation To Congress:** Congress should: (1) raise the dollar limitation on the amount customers can compel exchange members to arbitrate from \$15,000 to \$25,000; (2) authorize the Commodity Futures Trading Commission to periodically adjust this dollar limitation as warranted by inflation and to reflect the size of claims submitted to the reparations program; (3) raise the dollar limitation on the amount that customers will be able to compel National Futures Association members to arbitrate from \$15,000 to \$25,000; and (4) authorize the Commission to periodically adjust this dollar limitation as warranted by inflation and to reflect the size of claims submitted to the reparations program. Congress should clarify section 17(b)(4)(E) of the Commodities Exchange Act to ensure that any registered futures association, upon approval by the Commodity Futures Trading Commission, can collect the fingerprints of its members and submit those fingerprints to the Federal Bureau of Investigation for identification and processing. Congress should: (1) amend section 8a of the Commodities Exchange Act and insert a new subsection to allow applicants/registrants to appeal to the Commodity Futures Trading Commission any registration decision made by a registered futures association; (2) amend sections 4f and 4n of the Act to authorize a registered futures association to register futures commission merchants, commodity trading advisors, commodity pool operators, and floor brokers in lieu of registration with the Commission; and (3) amend section 4p of the Act to allow for the testing of commodity trading advisors and commodity pool operators and to allow any registered futures association to develop and administer such tests for all categories of Commission registrants upon Commission approval. Congress should amend section 8a(6) of the Commodities Exchange Act to authorize the Commodity Futures Trading Commission to routinely disclose large-trader information to contract markets for market surveillance purposes with adequate safeguards to protect the information's confidentiality. Congress should reauthorize the existing Federal commodity regulatory programs.

Recommendation To Agencies: The Commodity Futures Trading Commission should: (1) reallocate its resources to provide greater support to the rule enforcement review program; (2) place greater emphasis on reviews that cover carefully selected aspects of exchange activities, but only after a period of comprehensive reviews has established that exchanges have effectively functioning self-regulatory programs; (3) increase the frequency of selective reviews once the transition from comprehensive reviews has been accomplished; (4) establish substantive followup procedures to ensure that exchanges correct identified rule enforcement deficiencies with reasonable promptness; (5) supplement the rule enforcement review process with a requirement that exchanges provide necessary evidence to demonstrate that their compliance programs satisfy statutory and Commission requirements; (6) develop more specific standards for exchange self-regulatory programs and more objective criteria to assess exchange self-regulatory performance; and (7) establish a firm link between contract market designation and compliance with exchange rule enforcement responsibilities, designating additional contracts only on those exchanges able to demonstrate satisfactory compliance with self-regulatory responsibilities. The Chairman of the Commodity Futures Trading Commission should direct the staff to perform an evaluation of all exchange arbitration programs to determine whether they are meeting all legal requirements. The Chairman of the Commodity Futures Trading Commission should collect and analyze the detailed processing information needed to effectively manage the reparations program and assess its performance. The Chairman of the Commodity Futures Trading Commission should direct that the reparations rules be rewritten in plain English and simplified as much as possible. The Chairman of the Commodity Futures Trading Commission should consult with the chief administrative law judge to: (1) assign all reparations complaints to the administrative law judges' dockets as soon as the complainants' filing fees have been received; and (2) establish objective performance standards for administrative law judges that would explain what is expected in terms of performance and productivity. The Chairman of the Commodity Futures Trading Commission should direct the agency's Executive Director to: (1) establish a comprehensive information resource management planning process; (2) establish a standard agencywide project management process that will be applicable to each major software development project; (3) emphasize the importance of strong and effective ADP management; and (4) present for Commission consideration and approval a charter establishing the newly organized executive steering committee as a standing Commission committee and setting forth clearly its responsibilities and authority. The Commodity Futures Trading Commission should: (1) reduce the number of audits of member future commission merchants (FCM's) and rely instead upon the exchanges to be the primary monitors of these FCM's; (2) devote additional audit resources to monitoring nonmember FCM's and commodity pool operators; (3) provide additional specific guidance on how to conduct exchange audit and financial surveillance programs; (4) perform more frequent reviews of the exchanges' audit and financial surveillance programs and perform more active followup so that exchanges modify their audit and financial surveillance programs to comply with the Commission's recommendations; and (5) conduct reviews of exchange audit and financial surveillance programs in conjunction with rule enforcement reviews. The Commodity Futures Trading Commission should: (1) implement by the July 1, 1982, target date associated persons sponsorship and the fingerprinting of registration applicants; (2) review the fitness of registrants against Security and Exchange Commission and Federal Bureau of Investigation files on a spot check basis during reregistration; and (3) revise its rules to require the registration of sales and supervisory personnel of commodity trading advisors and commodity pool operators. The Commodity Futures Trading Commission should comprehensively address how to assure that exchanges have available adequate large-trader data. This can be accomplished by using the Commission's planned options program

to test the ability of exchanges to successfully collect and process large-trader data and by broadening the August 1980 proposed rules on large-trader data collection to assess the issues surrounding the Commission's routine supply of large-trader data to exchanges in return for a fee. The Commodity Futures Trading Commission should: (1) establish and implement a project to improve its large-trader reporting system which includes defining surveillance economists' needs regarding large-trader data and reporting outputs, exploring the use of machine-readable inputs, and identifying resources needed to maintain the necessary accuracy level; and (2) establish a program to improve the application of automatic data processing in routine analysis of surveillance data, and to develop more sophisticated analytical techniques for surveillance. The Commodity Futures Trading Commission should charge a fee to collect contract approval process costs. The Commodity Futures Trading Commission should: (1) require exchanges to supply, at the time of their application, all the relevant support they intend to submit to demonstrate economic purpose; (2) establish written staff deadlines for all phases of the review process; and (3) require senior level officials to perform an initial contract review and brief the assigned economist on contract aspects that should be explored. The Commodity Futures Trading Commission should establish an effective approach for reviewing existing contract markets which include: (1) adopting the proposed rules on dormant and low-volume contracts; (2) identifying contracts that may not be serving an economic purpose and requiring exchanges to demonstrate that these contracts continue to comply with economic requirements; and (3) using surveillance economists to review terms and conditions of existing contracts for conformity to current cash market practices. The Commodity Futures Trading Commission should: (1) adopt the proposed Guideline I revisions; (2) establish procedures for analysis economists to follow in contacting cash market participants including use of the expertise of Commission surveillance economists; and (3) require analysis economists to contact a significant portion of the potential hedgers who submit statements on behalf of an exchange applying for contract approval. The Commodity Futures Trading Commission should work with industry officials and NFA to encourage the use of the association as an arbitration forum. The Chairman of the Commodity Futures Trading Commission should report pertinent program statistics to Congress on a regular basis to enable it to make informed judgments concerning the performance and future of the reparations program. The Commodity Futures Trading Commission should computerize all management information concerning the reparation program. The Commodity Futures Trading Commission should develop a plan for the NFA takeover of registration functions. This plan should be preceded by an analysis of the role NFA can and should play in registration, the Commission's residual role in registration, how the Commission will perform oversight of NFA registration activities, and the information that will be needed to perform this oversight. The Commodity Futures Trading Commission should work with the American Institute of Certified Public Accountants to provide for the timely publication of audit guidelines for use by independent public accountants in performing audits of futures commissions merchants. The Commodity Futures Trading Commission should develop a plan for transferring specific audit functions to NFA. The Commodity Futures Trading Commission should encourage NFA to expeditiously establish proficiency testing and qualification standards for Commission registrants.

119074

Federal Evaluations. PAD-82-9. June 1982. 765 pp.
by Charles A. Bowsher, Comptroller General.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: Government-Wide.

Authority: Congressional Budget and Impoundment Control Act of 1974 (P.L. 93-344).

Abstract: This publication is presented as part of the GAO effort to provide Congress with improved access to program and management evaluation information in the Federal Government. The evaluations were conducted by Federal agencies to determine whether programs and operations are meeting their objectives. This publication is intended to be a reference for use by Congress in carrying out its budget and oversight responsibilities.

119075

Aircraft Thrust/Power Management Can Save Defense Fuel, Reduce Engine Maintenance Costs, and Improve Readiness. PLRD-82-74; B-207202. July 29, 1982. 34 pp. plus 2 appendices (8 pp.). Report to Rep. Joseph P. Addabbo, Chairman, House Committee on Appropriations: Defense Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Logistics Management: Alternative Logistics Concepts, Structures, and Policies To Provide Necessary Mission Support (3801).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0); Energy: Energy Conservation (272.0).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Navy.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Rep. Joseph P. Addabbo.

Abstract: Pursuant to a congressional request, GAO evaluated the Department of Defense's (DOD) effort to save fuel and reduce maintenance costs on aircraft engines through thrust/power management. **Findings/Conclusions:** DOD does not have a comprehensive, effective aircraft thrust/power management program to save fuel consumption and reduce engine maintenance costs. It has not issued specific policies or guidelines for the services to follow. Likewise, the services themselves do not have effective thrust/power management programs. As a result, effective practices and procedures followed by one service, command, or base may not necessarily be implemented or considered by other activities. Variances within DOD and the services are not being investigated, and the potential exists for incurring greater fuel and maintenance costs. Most ongoing thrust/power management efforts in DOD are related to bomber, tanker, and transport aircraft with little attention being placed on fighter type aircraft. **Recommendation To Agencies:** The Secretary of Defense should direct the Secretaries of the Air Force and Navy to conduct engineering analyses and flight tests to determine the extent to which fighter aircraft can use reduced power safely and economically. The Secretary of Defense should maintain oversight of the services' programs to: (1) implement aircraft thrust/power management; (2) ensure effective coordination of information; and (3) implement operating and maintenance procedures where possible. The Secretary of Defense should require the Secretaries of the Air Force and Navy to more effectively monitor existing fuel consumption data to identify trends, variances, and potential problems. The Secretary of Defense should issue policy and guidelines identifying the importance of thrust/power management and the positive effects on fuel use and improved engine life which have been achieved by bomber, tanker, and transport aircraft. The Secretary should direct the services to give greater attention to the possible benefits of thrust/power management as a means of saving tactical aircraft fuel and reducing engine

maintenance costs. The Secretary of Defense should direct the Secretaries of the Air Force and the Navy to more effectively monitor efforts by subordinate commands and units, through such methods as review and comparison of local procedures and followup to efficiency studies and suggestions, to identify and implement fuel efficient operating and maintenance procedures where possible. The Secretary of Defense should direct the Secretaries of the Air Force and the Navy to insure fuel efficient operating and maintenance procedures followed by one service are implemented by the other where applicable. The Secretary of Defense should direct the Secretaries of the Air Force and the Navy to require that all appropriate aircraft, including tactical fighters, use reduced power when cost effective and consistent with safety and mission considerations. The Secretary of Defense should direct the Secretaries of the Air Force and the Navy to report how they plan to analyze and evaluate the use of reduced power by tactical fighter aircraft. These plans should identify the aircraft to be evaluated, the methods to be used in the evaluations, and target dates for completion. The plans should be provided to and monitored by the Secretary of Defense. The Secretary of Defense should require the Secretaries of the Air Force and the Navy to more effectively establish criteria, such as gallons or training accomplishments per flight hour, against which to evaluate progress in improving aircraft fuel efficiency. These criteria should be standardized by aircraft type and command, wherever possible, so that effective and meaningful evaluations can be made.

119095

[Propriety of Paying Invoices That Exceed Authorized Amount for Small Purchases]. B-207492. July 30, 1982. 3 pp.

Decision re: Equal Employment Opportunity Commission; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Equal Employment Opportunity Commission.

Authority: Williams v. United States, 130 Ct. Cl. 435 (1955). B-157052(2) (1965). B-32428 (1943). 31 U.S.C. 82d.

Abstract: An authorized certifying officer of the Equal Employment Opportunity Commission (EEOC) requested an advance decision concerning the propriety of paying several invoices for small purchases of computer services in connection with enforcement litigation. The services were apparently procured by authorized EEOC representatives under the small purchase authority, which authorizes the negotiation of small purchases aggregating \$10,000 or less. It was later discovered that the purchase orders in question totaled \$23,500, exceeding the small purchase authorization. Upon review of these purchase orders, the EEOC Legal Counsel determined that the purchases should not have utilized the small purchase negotiating authority. However, before the procurements were questioned, more than half the total charges had been paid. GAO stated that it is clear that EEOC benefited from the services received and that the failure of the agency's authorized representatives to curtail the contractor's activities resulted in a ratification of those actions by implication. Accordingly, payment on a quantum meruit basis may be allowed if otherwise proper and correct.

119097

[Request for Reconsideration]. B-206501.2. July 30, 1982. 3 pp. **Decision re:** Microtech Industries, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of Commerce; Microtech Industries, Inc.; Automated Datatron, Inc.

Authority: Small Business Act (15 U.S.C. 637(a)). 13 C.F.R. 121.3-8. 13 C.F.R. 121.3-8(e). 13 C.F.R. 124.1-1(c)(1). 58 Comp.

Gen. 160.

Abstract: A firm requested reconsideration of a decision which dismissed its protest of the Department of Commerce's procuring micrographic services under the Small Business Administration's (SBA) 8(a) program rather than by unrestricted competition. As the basis for its reconsideration, the protester alleged that Commerce was negotiating with another firm which SBA had determined was not a small business. In addition, the protester alleged that SBA utilizes a quota system to determine how many contracts should go to 8(a) firms, and that such quotas violate the civil rights of other small businessmen. To be eligible to participate in 8(a) program procurements, a firm must meet only the small business size standard that applies to its principal business activity and, once accepted into the program, the firm's size status is governed by its principal business activity regardless of the size standard which would be applied for a competitive procurement. SBA advised GAO that the firm in question had met the size standard applicable to its principal business activity. Thus, there was no legal impediment to Commerce's negotiating with it under current SBA regulation. GAO was not aware of any quota system used by SBA to determine the number of contracts to be awarded to 8(a) firms. Under an applicable statute, SBA is given broad discretion in administering the 8(a) program. GAO held that the constitutionality of the alleged quota system or its legality under civil rights statutes was a matter appropriately reserved for judicial resolution. Because the protester did not present any legal or factual basis for revising the previous decision, it was affirmed.

119104

Analysis of Energy Reorganization Savings Estimates and Plans. EMD-82-77; B-208247. August 2, 1982. 15 pp.

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Energy (1600); Energy: Improving Energy Organization and Decisionmaking (1638).

Contact: Energy and Minerals Division.

Budget Function: Energy (270.0); Energy: Energy Information, Policy, and Regulation (276.0).

Organization Concerned: Department of Energy; Department of the Interior; Department of Commerce.

Congressional Relevance: *House* Committee on Energy and Commerce: Fossil and Synthetic Fuels Subcommittee; *House* Committee on Energy and Commerce: Energy Conservation and Power Subcommittee; *House* Committee on Energy and Commerce: Oversight and Investigations Subcommittee; *Senate* Committee on Governmental Affairs; *Senate* Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; Congress.

Authority: Department of Energy Organization Act (42 U.S.C. 7101). S. 2562 (97th Cong.).

Abstract: Pursuant to several congressional requests, GAO reviewed aspects of the administration's proposed reorganization of the Department of Energy (DOE). Specifically, GAO reviewed: (1) the extent to which the administration's fiscal year 1983 budget proposal recognized reorganization costs and savings; (2) the adequacy of documentation in support of the administration's cost savings estimates and its plans for implementing the reorganization; and (3) potential expenses that could result from the proposed reorganization. **Findings/Conclusions:** The proposal to reorganize DOE was incorporated in the fiscal year 1983 budget request and was introduced in the Senate. GAO found that, in preparing the budget, the primary consideration was reducing the overall size of the energy budget request through program and employment reductions. However, the potential costs or savings effects of the reorganization were not assessed. The administration projected a savings goal of \$1 billion over a 3-year period to result from the reorganization, but GAO found that the estimate did not include offsetting expenses and was not adequately documented. The

Secretary of Commerce estimated a much lower cost saving from the proposed reorganization. However, this estimate also lacked adequate documentation and failed to reflect a full assessment of potential reorganization expenses. There are potential expenses associated both with the continued use of DOE policies, procedures, and financial and management systems and their merger with systems of other agencies. Although some of these expenses might be avoided or deferred, others would be incurred immediately. Although the administration has taken the appropriate step of establishing a high-level interagency task force to assist in the reorganization, it has not: (1) performed the detailed planning necessary to define how energy functions would be organized, coordinated, managed, and operated; (2) identified the administrative and operational requirements for implementing changes; and (3) documented the potential costs and savings of the reorganization.

119105

[VA Claims Processing Improvements Can Aid in Improving Productivity]. AFMD-82-86; B-208080. July 13, 1982. 2 pp. plus 2 enclosures (13 pp.).

Report to Dorothy L. Starbuck, Chief Benefits Director, Veterans Administration: Department of Veterans Benefits; by Morton E. Henig, Senior Associate Director, GAO Human Resources Division.

Issue Area: National Productivity: Productivity for Common Government Functions (2902).

Contact: Accounting and Financial Management Division.

Budget Function: Veterans Benefits and Services: Other Veterans Benefits and Services (705.0).

Organization Concerned: Veterans Administration: Department of Veterans Benefits.

Abstract: GAO reviewed the productivity of the Veterans Administration's (VA) compensation, pension, and education benefits claims processing function. **Findings/Conclusions:** As a result of the review, GAO identified a number of operational changes that could lower costs and improve timeliness. Several of these suggestions have already been implemented at some locations and GAO believes that the potential for considerable cost savings can be achieved from a broad adoption of these operational changes. Some of the changes include: (1) authorizing claims on a sample basis; (2) screening incoming mail; (3) reducing the number of section chiefs; (4) supervising file activities on a central basis; (5) strengthening the VA training program; (6) granting awards at the time of application; (7) allowing veterans benefits counselors to process more claim changes; and (8) recognizing employee accomplishments.

119106

[Food Bibliography]. CED-82-76. June 1982. 85 pp.

by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Department of Agriculture.

Abstract: This bibliography includes information on documents directly or indirectly related to food, agriculture, and nutrition that have been released by GAO between January and December 1981. The documents included are representative of the broad interrelationship which exists between the food area and other issue areas of concern to GAO such as health, transportation, energy, defense, and international affairs.

119107

[Evaluation of the DOD Readiness Report in Response to Public Law 96-342]. PLRD-82-96; B-202120. July 19, 1982. 2 pp. plus 3

enclosures (12 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Werner Grosshans, (for Donald J. Horan, Director), GAO Procurement, Logistics, and Readiness Division.

Issue Area: Military Preparedness Plans: Improvement of Readiness Reporting Systems To More Accurately Reflect Capabilities (0813).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of Defense: Joint Chiefs of Staff; Department of the Army.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Authority: P.L. 96-342. P.L. 95-79. P.L. 97-86.

Abstract: GAO assessed the Department of Defense's (DOD) initiatives to define the relationship between funding levels and military readiness. **Findings/Conclusions:** The Office of the Secretary of Defense (OSD), the Joint Chiefs of Staff, and the military services have systems in place or initiatives underway to address this relationship. However, DOD has not been able to adequately articulate this relationship, and the various organizations involved are not benefiting fully from each others' efforts. There is no agency-wide program or capability to integrate or coordinate these efforts toward meeting the stated congressional needs. **Recommendation To Agencies:** The Secretary of Defense should establish a DOD focal point within OSD to effectively manage efforts to link funding and readiness. OSD should be responsible for identifying all ongoing and planned initiatives to link funding to readiness and for providing the necessary guidance and coordination to minimize duplication.

119118

Requirements and Production Capabilities Are Uncertain for Some Air Force, Navy, and Marine Corps Aircraft Spares and Repair Parts. PLRD-82-77; B-207226. July 22, 1982. Released August 4, 1982. 24 pp. plus 2 appendices (5 pp.).

Report to Rep. Joseph P. Addabbo, Chairman, House Committee on Appropriations: Defense Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Military Preparedness Plans: Mobilization Needs (0807).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Defense-Related Activities (054.0).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Navy; United States Marine Corps.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; *Rep.* Joseph P. Addabbo.

Abstract: Pursuant to a congressional request, GAO reviewed the processes used by the Air Force, Navy, and Marine Corps to develop their fiscal year (FY) 1982 budgets for aircraft spares and repair parts, the subsequent procurement plans for these items, and the adequacy of management information systems to address the problems associated with these items. **Findings/Conclusions:** Many of the problems previously reported by GAO still exist. The Air Force and Navy procurement plans for aircraft spares and repair parts included in the FY 1982 budget have changed, because the requirements on which they were based have fluctuated. To more

realistically determine war reserve requirements for aircraft spares and repair parts, the Air Force is developing a computer model, the wartime and assessment requirements simulation (WARS). The Air Force has revised its procurement plans on the basis of the interim model, and original cost requirements for eight C-5A items GAO reviewed were reduced. A number of deficiencies recently identified in Air Force and Navy programs for managing problem items occurred because the programs were using inaccurate data which did not always include all problem items. The remedial actions taken were frequently ineffective in addressing production-related causes. Delinquent deliveries of aircraft spares and repair parts have increased and have become a significant problem affecting the operational readiness of Air Force aircraft. Delinquent deliveries may also be a significant problem for the Navy; however, the Navy does not track and analyze delinquent contracts, and data required to do so have not been obtained or updated. Both the Air Force and the Navy have some remedial actions planned to deal with the delinquency problem. GAO believes that, until the underlying systemic shortcomings in the requirements determination processes are corrected, the total annual budgets for aircraft will remain questionable. **Recommendation To Agencies:** The Secretary of Defense should require the Secretary of the Air Force to make limited tests of the feasibility of generically coding aircraft items, based on the material trends identified in the Joint Aeronautical Material Activity reports, to identify the causes of lengthening leadtimes. Based on the test results, if it is determined that shortages of certain critical materials, components, or manufacturing processes are the causes of lengthening leadtimes, the Secretary of Defense should pursue alternatives for resolving problems. The Secretary of Defense should closely monitor the military services' actions to overcome systemic shortcomings with their requirements determination process to ensure proper resolution of the reported problems. The Secretary of the Air Force should speed up the testing and validation of the WARS model as well as mission essentiality coding and use these tools in procuring spares and repair parts to fill war reserve material requirements.

119125

[Protest of Army Contract Award]. B-203806. August 3, 1982. 11 pp.

Decision re: Vinnell Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Vinnell Corp.; Department of the Army; Boeing Services International, Inc.

Authority: 55 Comp. Gen. 1151. OMB Circular A-76. A.R. 108-2. DOD Instruction 4100.33. D.A.R. 7-2003.89(a). D.A.R. 7-2003.89(b). B-205570 (1982). B-200332 (1982). B-186842 (1978). B-199741 (1981).

Abstract: A firm protested an Army cost-plus-fixed-fee contract award issued under a request for proposals (RFP) for base operations and support. The awardee's proposal was based on an innovative management approach, and it was awarded the contract on the basis of cost after the Army determined that it would be more economical to contract out for the services. The protester's three principal objections were that: (1) the awardee's management approach was not the traditional method, which made the proposal nonresponsive; (2) apparent omissions in the awardee's proposal made the cost too low to have been properly adjusted by the Army; and (3) the awardee's proposal should have been rejected because staffing inadequacies that were pointed out during negotiations were not corrected. GAO held that the RFP did not mandate any particular managerial approach to accomplish the contract and that it was left up to the discretion of each offeror to provide an adequate concept. The protester's contention that the Army could not properly correct omissions in the awardee's proposal was without merit. Further, procuring officials enjoy a reasonable range of

discretion in the evaluation of proposals, and GAO will not disturb the determination absent a showing that it was arbitrary or in violation of procurement laws. The protester's contention that the Army should have rejected the awardee's proposal due to its failure to correct deficiencies in its proposal was also without merit. GAO did not find the awardee's use of automatic data processing equipment for general accounting matters to be a violation of the RFP nor did the Army's failure to evaluate the additional cost of using the system significantly prejudice the outcome of the procurement. The awardee's proposed use of personnel obtained through a program funded under the Comprehensive Employment Training Act was not precluded by the solicitation as the protester contended. Accordingly, the protest was denied.

119138

[Improved Billing and Collection Activities Would Increase District of Columbia's Revenues]. GGD-82-68; B-203834. August 6, 1982.

30 pp. plus 1 appendix (4 pp.).

Report to Marion S. Barry, Jr., Mayor, District of Columbia; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Intergovernmental Policies and Fiscal Relations: Non-Line-of-Effort Assignments (0451).

Contact: General Government Division.

Budget Function: General Purpose Fiscal Assistance: Other General Purpose Fiscal Assistance (852.0).

Organization Concerned: District of Columbia; District of Columbia: Department of Environmental Services; District of Columbia: Department of Human Services; District of Columbia: Department of Transportation.

Congressional Relevance: House Committee on District of Columbia; House Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on Governmental Affairs: Governmental Efficiency and the District of Columbia Subcommittee; Senate Committee on Appropriations: District of Columbia Subcommittee.

Authority: Self-Government and Governmental Reorganization Act (District of Columbia). P.L. 94-399.

Abstract: GAO evaluated the District of Columbia's efforts to record, bill, and collect accounts receivable and found that two-thirds of the accounts receivable of three agencies were delinquent.

Findings/Conclusions: GAO found that the collection actions taken by the agencies were frequently untimely, inconsistent, and poorly documented. In addition to moneys owed, there is a continuing problem of overpayments involving public assistance, personal and home care, day care, and foster care. GAO found that there are individuals currently being paid for providing care under these programs who have been overpaid and that the Department of Human Services (DHS) has not offset against current payments to help collection. Billing delays due to lack of collection criteria and lack of staff have caused accounts to age and made them more difficult to collect. A major problem related to all District collection and billing processes is that there are no District-wide procedures which require specific actions. **Recommendation To Agencies:** The Mayor of the District of Columbia should direct DHS to change its procedures to require write-off approval by the Inspector General or a high District official. The Mayor of the District of Columbia should have DHS amend its collection procedures to provide for at least three collection letters on all overdue accounts; to take timely collection action that starts not more than 30 days after the initial bill is sent and continues at not more than 30-day intervals; to use collection agencies regardless of the amount owed; and to report unpaid amounts to the credit bureau. The Mayor of the District of Columbia should provide written guidelines requiring agencies to develop internal collection procedures which include aggressive action on a timely basis, with effective followup, to collect funds

due the District. The Mayor of the District of Columbia should require DES to establish procedures to achieve prompt mailing of bills for water meter repairs. The Mayor of the District of Columbia should require DHS to require the Office of Health Care Financing to forward monthly lists of new vendors to the Delinquent Accounts Section so that collection attempts will be coordinated rather than duplicated. The Mayor of the District of Columbia should require DHS to transfer outstanding balances from the old medical vendor billing system to the new billing system for those vendors already in the new system and for those vendors with outstanding balances that enter the new system at a later date. The Mayor of the District of Columbia should require DHS to take immediate action to bill and collect inactive medical vendor accounts. The Mayor of the District of Columbia should require DHS to establish procedures to annually review and adjust the per diem rate charged District residents at St. Elizabeth's Hospital so that the rate would be geared to recover at least the amounts the District pays to St. Elizabeth's. The Mayor of the District of Columbia should require DHS to transfer DHS printing budget authority to the Department of General Services early in the fiscal year so that reorders will not be delayed. The Mayor of the District of Columbia should require DHS to place the reordering of blank bill forms under a forms management program which will include reordering on a systematic basis so that forms will be available when needed. The Mayor should direct DHS to require officials in personal care services, in-home support, day care services, and foster care to: (1) flag case files of overpaid workers using a color scheme or other system to readily identify those who have received overpayments; (2) execute an agreement to withhold amounts from future pay when overpaid individuals reenter the programs (if they will not sign an agreement, do not let them reenter the program); and (3) notify the collection agents when overpaid individuals reenter the programs. The Mayor of the District of Columbia should require that the Bureau of Payments and Collections Payroll Branch forward a copy of each overpayment notification it prepares to applicable program officials. The Mayor of the District of Columbia should direct DHS to compare now, and periodically thereafter, names and addresses of overpaid individuals with the computer payroll to identify those who left the program and reentered under a different payroll number. The Mayor of the District of Columbia should direct DHS to include social security numbers on future overpayment notifications to make identification easier should overpaid individuals leave the programs and return later. The Mayor of the District of Columbia should direct DHS to collect overpayments through offset from those individuals who have been overpaid in the past and who are again providing services and receiving pay from the District. The Mayor of the District of Columbia, within the framework of his statutory authority and, as appropriate, should require that DHS implement guidelines to assist the Office of Inspection and Compliance in processing and collecting overpaid public assistance cases. The Mayor of the District of Columbia, within the framework of his statutory authority and, as appropriate, should require that DHS attempt to collect all overpaid public assistance cases using collection letters, Corporation Counsel, collection agencies, offset, and other means as applicable. The Mayor of the District of Columbia should make sure that other agencies not covered by the GAO review take aggressive collection action to collect all outstanding delinquent accounts. The Mayor of the District of Columbia should require that DHS, DES, and the Department of Transportation follow up on delinquent accounts by taking aggressive collection actions which include at a minimum sending three collection letters at not more than 30-day intervals. The Mayor of the District of Columbia should require that the D.C. Controller monitor and periodically test agencies' billing and collecting activities to make sure that timely action is being taken. The Mayor of the District of Columbia should require that all agencies notify the credit bureau when accounts become uncollectible. The Mayor of the District of Columbia should require that all agencies document billing and col-

lection actions taken on each account. The Mayor of the District of Columbia should require that all agencies take timely, consistent action to collect all accounts.

119146

Obstacles to U.S. Ability To Control and Track Weapons-Grade Uranium Supplied Abroad. ID-82-21; B-207024. August 2, 1982. 55 pp. plus 11 appendices (33 pp.).

Report to Sen. Gary W. Hart; by Charles A. Bowsher, Comptroller General.

Issue Area: International Affairs: Risks of Weapons Proliferation Associated With Peaceful International Nuclear Cooperation (0616); Energy: Nuclear Power Development Throughout the World Without Undue Risk of Proliferation (1621).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: Department of State; Department of Energy; Nuclear Regulatory Commission; Arms Control and Disarmament Agency.

Congressional Relevance: House Committee on Foreign Affairs; House Committee on Appropriations: Foreign Operations Subcommittee; Senate Committee on Government Operations; Senate Committee on Foreign Relations; Senate Committee on Appropriations: Foreign Operations Subcommittee; Sen. Gary W. Hart.

Authority: Atomic Energy Act of 1954 (42 U.S.C. 2011). Nuclear Nonproliferation Act of 1978 (P.L. 95-242; 92 Stat. 120).

Abstract: Pursuant to a congressional request, GAO reviewed the ability of the United States to control and account for highly enriched, weapons-grade uranium supplied abroad. This report focuses on U.S. administrative controls, physical security reviews, international safeguards and the U.S. ability to keep track of exports of highly enriched uranium. Also addressed were U.S. efforts to develop a non-weapons-grade uranium fuel to be used as a substitute for highly enriched uranium. **Findings/Conclusions:** The central computer system currently used by the Department of Energy (DOE) to track all U.S. highly enriched uranium exports to foreign countries is incomplete and inaccurate. Although DOE has been working to improve the information in the system, it has not used some readily available internal data. GAO believes that efforts to streamline and consolidate needed information are warranted. The United States attempts to regulate the exports of highly enriched uranium fuels with: (1) agreements for cooperation, (2) export licenses, and (3) subsequent arrangements made with other countries. To minimize the risks of having weapons-grade material accumulate abroad, DOE has the authority to accept returns of spent highly enriched uranium of U.S. origin from other nations. However, several factors relating to charges and shipping costs may be discouraging some nations from returning such fuel. The U.S. Government has become increasingly concerned with the physical security of highly enriched uranium due to the increase in terrorism. Current methods of conducting physical security reviews within nations receiving U.S. highly enriched uranium are inadequate due to the limitations placed on such reviews by foreign governments. However, officials stated that there is a growing effort to establish some universal safety standards. Nonproliferation efforts have centered around minimizing the use of highly enriched uranium by using a lower grade. GAO stated that a number of obstacles will have to be overcome if such a conversion is to occur. **Recommendation To Agencies:** The Secretary of Energy should direct that information from other readily available sources be used to verify and reconcile the data on highly enriched uranium exports within the system. The Secretary of Energy should, in conjunction with the Chairman of the Nuclear Regulatory Commission, streamline and consolidate the information maintained on highly enriched

uranium supplied abroad into a more accurate, comprehensive, and flexible system which meets the needs of the intended users in the most economical and efficient manner. The Secretary of Energy should, as part of the review process relating to the extension and possible expansion of the authority to accept spent research reactor fuel, determine the principal reasons why only a small percentage of spent, highly enriched uranium has been returned in the past and adequately address the disincentives to some countries in returning such spent fuel.

119155

[Protest of Navy Contract Award]. B-201853.3. August 9, 1982. 8 pp.

Decision re: NBI, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Xerox Corp.; NBI, Inc.; Department of the Navy.

Authority: 55 Comp. Gen. 1151. 47 Comp. Gen. 29. 55 Comp. Gen. 1043. B-198876.2 (1981). B-198876.3 (1981). B-201853.2 (1982).

Abstract: A firm protested the award of a contract under a request for proposals (RFP) issued by the Navy for word processing equipment. The protester contended that the award of the contract was improper because: (1) the awardee's proposal was not responsive to the RFP; (2) the awardee's proposal should have been rejected because the awardee failed or should have failed the required benchmark testing; and (3) the Navy overstated its minimum needs. GAO has held that the concept of responsiveness is not generally applied to negotiated procurements, but is often used to signify that certain requirements are material and that a nonconforming proposal may be unacceptable. In order for the awardee to fully comply with the specifications, it was necessary to modify some of the items offered, but the Navy regarded the adjustments as a minor discrepancy. However, GAO held that the modification was untested and, therefore, introduced an element of uncertainty concerning the modification itself. Consequently, the Navy's waiver of the modification as a minor discrepancy was improper and the proposal should have been rejected as unacceptable. The failure of the Navy to reject an alternate best and final proposal offering a 28 character per second printer, which was the second lowest price bid, did not convince GAO that the agency overstated its printer speed requirement because of its plausible and uncontroverted explanation that the failure to reject was an error. Accordingly, the protest was sustained.

119162

Review of Use of Appropriated Funds for Defense Commissary Operations. AFMD-82-45; B-203817. August 11, 1982. 14 pp. plus 2 appendices (9 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Internal Auditing Systems: Management Control Systems in Federal Agencies for the Prevention of Fraud and Abuse (0206); Personnel Management and Compensation: Non-Line-of-Effort Assignments (0351); Accounting and Financial Reporting: Accounting Systems Implemented and Operating Consistent With Designs Approved by GAO (2812).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of Defense; Department of the Navy; Department of the Air Force; Department of the Army; United States Marine Corps.

Congressional Relevance: House Committee on Armed Services;

House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Congress.

Authority: Department of Defense Appropriation Act, 1952 (P.L. 82-179). DOD Directive 1330.17.

Abstract: GAO reviewed whether the Department of Defense (DOD) took appropriate action to comply with the intent of Congress regarding the proper funding of certain operating expenses. The review was designed to provide Congress with information to use in considering future DOD appropriation requests. **Findings/Conclusions:** GAO found that, during fiscal year (FY) 1980, the Army, the Air Force, and the Marine Corps used \$3.8 million in appropriated funds for intrabase transportation, purchase and maintenance of equipment, supplies, and utilities. GAO believes that the Armed Services should use commissary revenues to reimburse appropriated funds for all such expenses incurred since the beginning of FY 1976. The Armed Services have provided equipment without charge for use in support of commissary operations and because the commissaries may not have a permanent need for some of this equipment. GAO believes that appropriated funds should be reimbursed in an amount equal to either the cost of the equipment or an appropriate rental charge. In FY 1977, the Air Force used \$3.6 million in appropriated funds for the purchase and maintenance of data processing equipment to be used exclusively in its commissary system. This use of funds was prohibited by law. Congressional prohibition against the use of appropriated funds to subsidize certain commissary operating expenses is longstanding. Despite this, such use continues because the military services have adopted widely divergent funding practices that conflict with the intent of Congress and Defense Directives. **Recommendation To Agencies:** The Secretary of Defense should emphasize to the military services the need to comply with existing Defense Directives in funding commissary operations in future years. The Secretary of Defense should direct the military services to use existing commissary revenues to reimburse appropriated funds for the following: (1) expenses incurred for the cost of intrabase transportation, purchase and maintenance of operating equipment, supplies, and utilities for commissaries, beginning with FY 1976; (2) the cost of, or a reasonable rental charge for, equipment used primarily to support commissary operations; and (3) the cost of purchasing and maintaining the data processing equipment purchased by the Air Force in FY 1977 for the commissary system.

119168

[Protest of Defense Logistics Agency Purchase Under Federal Supply Schedule Contract]. B-205209. August 10, 1982. 6 pp.

Decision re: J. J. Broderick Co.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Defense Logistics Agency; White Machine Co.; J. J. Broderick Co.

Authority: 41 C.F.R. 101-26.401. B-201133 (1981).

Abstract: A firm protested the Defense Logistics Agency's (DLA) purchase of an automated storage and retrieval system for electronic spare parts, contending that the DLA economic analysis was erroneous in justifying the purchase of carousel units under the Federal Supply Schedule (FSS) contract of another firm. Further, the protester argued that the purchase violated the maximum ordering limitation of the awardee's FSS contract and questioned the propriety of the DLA order, because DLA needed materials handling equipment, and it ordered carousels which were classified as visible records storage items in the Federal Stock Class. GAO could see no logical basis for objecting to the DLA acquisition of the carousels for materials handling and held that a contracting agency may purchase equipment from the FSS which meets its requirements, even if the designated stock category indicates a use other than the one for which the agency will utilize the equipment.

Stock designations are for the convenience of the Government and are not intended to limit users of multipurpose items to that designated use. DLA determined that the carousels would satisfy its minimum needs in the most cost-effective manner. GAO believed that DLA reasonably concluded that the carousels would adequately meet its minimum needs and held that the protester failed to show that the DLA decision involved bad faith or was otherwise unreasonable. According to the record, DLA ordered the carousels under one limitation in the awardee's FSS contract and ordered the accessories under another. Therefore, GAO held that DLA did not violate any limitation or applicable regulations. Accordingly, the protest was denied.

119177

[Federal Oversight of State Medicaid Management Information Systems Could Be Further Improved]. HRD-82-99; B-208242. July 30, 1982. 26 pp. plus 1 appendix (2 pp.).

Report to Richard S. Schweiker, Secretary, Department of Health and Human Services; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Health Programs: Effectiveness of Government Efforts To Reduce Fraud and Abuse in Health Care Programs (1220).

Contact: Human Resources Division.

Budget Function: Health: Health Care Services (551.0).

Organization Concerned: Department of Health and Human Services; Health Care Financing Administration.

Congressional Relevance: House Committee on Energy and Commerce: Health and the Environment Subcommittee; House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Finance: Health Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee.

Authority: Social Security Act. Medicare-Medicaid Anti-Fraud and Abuse Amendments. P.L. 92-603. P.L. 95-142.

Abstract: GAO reviewed the Medicaid Management Information System (MMIS) to follow up on actions taken by the Department of Health and Human Services (HHS) to implement prior GAO recommendations. On the Federal level, MMIS is administered by the Health Care Financing Administration (HCFA). **Findings/Conclusions:** The newly designed Systems Performance Review, which contains the performance standards developed in response to revised statutory requirements that approved systems must meet, has been successful in identifying some program weaknesses. While the performance standards include measures of system effectiveness and efficiency, economy of operations, a major purpose of MMIS, is not measured. Thus, HHS does not know whether States' systems are meeting standards at a reasonable cost. HCFA recognizes the need to evaluate operational economy, but it has deferred action on this, anticipating that HHS will require States to implement a functional cost reporting system to assure accurate and comparable cost data. Current performance standards do not include any measures of the States' effectiveness in identifying and correcting program misutilization by Medicaid providers and recipients or the contributions of the surveillance and utilization review subsystem to that activity. GAO found that States were having problems with the surveillance and utilization review subsystem methodology which affected the subsystem accuracy in identifying potential misusers. Also, States: (1) were underreporting systems operating costs; and (2) had proceeded with automatic data processing (ADP) equipment or services purchases without obtaining prior HHS approval. HHS regulations require States to obtain prior HHS approval before purchasing ADP equipment and services exceeding certain dollar limits, but HCFA requires States to follow this procedure only when they desire 90-percent Federal funding. **Recommendation To Agencies:** The Secretary of HHS should direct the Administrator of HCFA to revise the State Medicaid Manual so that it is consistent with the HHS regulation which requires prior

approval or advance notice of ADP equipment and services purchases. The Secretary of HHS should direct the Administrator of HCFA to clarify instructions to States for reporting Medicaid administrative costs to assure that costs of personnel who may qualify as skilled professional medical personnel but are engaged in MMIS functions be reported as MMIS operations and costs. The Secretary of HHS should direct the Administrator of HCFA to include in future systems performance review standards and methodology a requirement to measure (1) operational economy, (2) the States' effectiveness in identifying and correcting program misutilization, (3) contributions of the surveillance and utilization review subsystem to overall surveillance and utilization review accomplishments, and (4) exception process methodology to better assure accuracy of the surveillance and utilization system data.

119191

[Excessive Administrative Leadtime Used To Determine Needs in the Air Force System Support Stock Fund]. PLRD-82-110; B-205309. August 13, 1982. 10 pp. plus 1 enclosure (1 p.).
Report to Verne Orr, Secretary, Department of the Air Force; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Improvement of Inventory Management at the User and Retail Level (3813).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of the Air Force; Department of the Air Force; Ogden Air Logistics Center, Hill AFB, UT; Department of Defense.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Authority: A.F.R. 70-11. A.F.R. 57-6.

Abstract: GAO reviewed the administrative leadtime for items in the automated System Support Stock Fund at the Ogden Air Logistics Center, Hill Air Force Base, Utah. **Findings/Conclusions:** GAO found that inaccurate administrative leadtimes were being used in determining inventory needs. These inaccuracies could result in unnecessary procurements of up to \$6.3 million to accommodate the excessive leadtime. **Recommendation To Agencies:** The Secretary of the Air Force should direct the Commander of the Air Force Logistics Command to implement improved procedures and controls to ensure that appropriate administrative leadtimes are maintained in the automated System Support Stock Fund at all air logistics centers. Such procedures and controls should: (1) periodically compare Air Force standard administrative leadtimes with stock fund system leadtime so that item managers can evaluate the propriety of the leadtimes; and (2) adopt forecasting techniques which realistically reflect the leadtime required, considering both the Air Force standard and the actual leadtime experienced for the latest routine procurement. This applies to all stock fund procurements, including those under basic ordering agreements and requirements contracts.

119209

[Statement on the Operations of the General Accounting Office]. November 19, 1981. 5 pp.
Testimony before the House Committee on Government Operations: Legislation and National Security Subcommittee; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: General Accounting Office.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee.

Authority: H. Rept. 96-425.

Abstract: The Comptroller General reported on the operations of the General Accounting Office (GAO). He stated that GAO should not view itself as merely a reporter of events, but should constantly seek to assure that its work results in more effective operations of Government. Toward this end, GAO will need to improve procedures for following up its recommendations. The Comptroller General stated that, in some cases, GAO takes too much time to carry out its work. In this regard, the longer an assignment takes to complete, the more difficult it is to assure its usefulness in the decisionmaking process. The Comptroller General intends to examine the GAO work process to see if certain procedures can be streamlined. The Comptroller General also stated that, while GAO has been a leader in improving Government financial management activities, it should be doing more to convince officials in the executive branch of the need for improving their financial operations. Additionally, as the Government grows more complex, it is essential for GAO to make use of computers, since there is great potential for improving GAO capacity to do work through their use. The Comptroller General concluded by saying that he fully supported the continued development of GAO as a valuable source of information and analysis to Congress.

119226

VA Should Use Economic Order Quantity Principles in the Wholesale Supply System. PLRD-82-108; B-208494. August 18, 1982. 17 pp. plus 2 appendices (5 pp.).

Report to Robert P. Nimmo, Administrator of Veterans Affairs, Veterans Administration; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Logistics Management: Determination of Wholesale Needs (3811).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Veterans Benefits and Services: Other Veterans Benefits and Services (705.0).

Organization Concerned: Veterans Administration; Veterans Administration: Marketing Center, Hines, IL.

Congressional Relevance: House Committee on Veterans' Affairs; House Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Veterans' Affairs; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee.

Authority: B-133396 (1974). B-197773 (1980).

Abstract: GAO reviewed the economic order quantity (EOQ) principles to determine the benefits of using these principles to compute order quantities for wholesale supply items at the Veterans Administration (VA). The EOQ principle is a mathematical method for determining the purchase quantity that will result in the lowest total cost to order and carry inventory. **Findings/Conclusions:** GAO believes that, by using EOQ principles, the VA Marketing Center can save over \$5 million annually in total costs to order and carry inventory, reduce the inventory investment by almost \$35 million, and lessen its need for warehouse space. GAO found that the Marketing Center does not use variations in demand or leadtime to set safety and procurement leadtime stock levels. Rather, it uses fixed periods. **Recommendation To Agencies:** The Administrator of Veterans Affairs should direct the Assistant Deputy Administrator for Procurement and Supply to establish inventory management policies which use actual leadtime data in determining procurement leadtime stock levels for individual items. In developing the data, vendors should be consulted. The Administrator of Veterans Affairs should direct the Assistant Deputy Administrator for Procurement and Supply to establish inventory management policies which relate safety stock levels to demand variances for individual items. The Administrator of

Veterans Affairs should direct the Assistant Deputy Administrator for Procurement and Supply to: (1) establish a continuing process to assure that the costs to order and carry stocks are reasonable and current; and (2) provide the ability to determine that the lowest total overall costs are being incurred when replenishing depot stocks. The Administrator of Veterans Affairs should direct the Assistant Deputy Administrator for Procurement and Supply to assess the impact of EOQ on the need to expand the storage facilities at the Hines supply depot. The Administrator of Veterans Affairs should direct the Assistant Deputy Administrator for Procurement and Supply to reduce existing inventories compatible with EOQ principles. The Administrator of Veterans Affairs should direct the Assistant Deputy Administrator for Procurement and Supply to: (1) adopt EOQ principles in computing wholesale inventory order quantities at the Marketing Center; and (2) modify the principles, where necessary, to take advantage of quantity and transportation discounts.

119229

[Evaluation of NASA Comments on Consolidated Space Operations Center]. MASAD-82-43; B-205335. August 12, 1982. 2 pp. plus 1 enclosure (7 pp.).

Report to Sen. Harrison H. Schmitt; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Refer to MASAD-82-14, January 29, 1982, Accession Number 117451.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Communications: Expenditures for Defense C3 Systems Development, Acquisition, and Use (3708).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: National Aeronautics and Space Administration; Department of Defense; Department of the Air Force.

Congressional Relevance: *Sen.* Harrison H. Schmitt.

Abstract: GAO was requested to evaluate the unsolicited comments of the National Aeronautics and Space Administration (NASA) on a prior report. The review dealt specifically with Department of Defense activities and its interrelationship with the NASA-managed Space Transportation System. **Findings/Conclusions:** GAO believes that the NASA comments concerning: (1) the Johnson Space Center are welcomed; and (2) its plans and capabilities are appropriate. However, the comments provided no new information to change the findings regarding the Air Force's planned development of a consolidated space operations center. GAO found that the NASA views support the contention that Air Force planning is not adequate to begin construction of a shuttle operation and planning complex (SOPC) at this time. GAO still recommends that only the Satellite Operations Complex be replicated on an interim basis to provide appropriate backup for the Satellite Control Facility in Sunnyvale, California. In the opinion of GAO, the SOPC is not time critical. The NASA comments also raise questions as to the planning interface it has with the Air Force; namely, NASA appears to support the contention that the Air Force is not bound to any particular computer for SOPC. However, the Air Force will essentially be locked into the sole-source procurement if only NASA software is used. NASA projects cost savings by the sole-source procurement of equipment similar to theirs. Historically, GAO has found that the preselection of computers invariably leads to less than satisfactory system developments.

119239

[Protest of Cost-Plus-Fixed-Fee Contract Award]. B-204969. August 18, 1982. 6 pp.

Decision re: Diversified Data Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Diversified Data Corp.; Hudson Automatic Machine & Tool Co.; EG&G Inc.

Authority: 46 Comp. Gen. 606. 52 Comp. Gen. 382. 54 Comp. Gen. 612. D.A.R. 3-805.4(c). B-203302 (1982). B-200093 (1981). B-205380 (1982). B-197516 (1980). B-196365 (1980).

Abstract: A firm protested the award of a cost-plus-fixed-fee contract for maintenance of an automated systems data base. The agency found the protester's technical proposal to be technically unacceptable and ruled that the awardee's was reasonable and realistic. The protester argued that: (1) the proposal technical evaluation was defective in the scoring of both its proposal and the awardee's proposal; (2) the evaluators departed from the stated evaluation criteria when judging the proposals; and (3) the evaluators were biased in favor of the awardee. GAO stated that, since contracting officers enjoy considerable discretion in scoring proposals, GAO will not resolve disputes over technical proposal scores unless there is a showing of unreasonableness or a violation of procurement statutes and regulations. The protester failed to allege any such violations. Although technical evaluations must be based on the stated evaluation criteria, the interpretation and application of such criteria are often subjective, and evaluations are valid if application of the criteria is reasonably and logically related to the criteria. There was no evidence to support the protester's position that the evaluators were biased, nor were there any improprieties in the evaluation methods. Accordingly, the protest was denied.

119254

[Objectivity of the Defense Science Board's Task Force on Embedded Computer Resources Acquisition and Management]. FPCD-82-55; B-199008. July 22, 1982. *Released* July 23, 1982. 9 pp.

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Personnel Management and Compensation: Ethical Conduct of the Civilian Employees and Officials of the Federal Government (0332).

Contact: Federal Personnel and Compensation Division.

Budget Function: General Government: Executive Direction and Management (802.0).

Organization Concerned: Department of Defense; Department of Defense: Defense Science Board.

Congressional Relevance: *House* Committee on Government Operations; *Rep.* Jack Brooks.

Authority: DOD Instruction 5000.5x. DOD Directive 5000.7.

Abstract: In response to a congressional request, GAO reviewed the operations of the Defense Science Board and the objectivity of the Board's Task Force on Embedded Computer Resources Acquisition and Management. **Findings/Conclusions:** DSB convened the Task Force to review the Department of Defense (DOD) acquisition, management, and utilization of computers to support its military mission. In a prior report, GAO stated that the validity of a proposed DOD Instruction on computer standardization was questionable. The objectives of the Instruction are to curtail the high costs of hardware and software proliferation and to increase the effectiveness of embedded computer management. Although the Instruction has not been formally adopted, DOD has been using its principles and policies since 1978. More than 25 firms have contracts that are aligned to some degree with the standardization policy. GAO believes that DOD did not take adequate steps to assure that the Task Force membership was balanced in terms of perspective and expertise. Task Force members generally came from consulting firms or military-oriented computer firms currently under contract to the military services. GAO found that 7 of the 11 Task

Force members have financial interests in one or more of the firms that have standardization contracts under Army, Navy, or Air Force programs. DOD narrowly applied the criteria for identifying potential conflicts of interest and did not review, approve, and certify all financial disclosure forms in a timely manner. Furthermore, DOD did not seriously consider the conflict-of-interest issues raised by the members' financial interests. GAO believes that the divergence of opinions on the Instruction were significant enough that DOD should have assured that all perspectives were adequately considered.

119260

[Deficiencies Identified With an Urban Warfare Modeling Program at the TRADOC Systems Analysis Activity]. MASAD-82-46; B-208595. August 20, 1982. 4 pp.

Report to John O. Marsh, Jr., Secretary, Department of the Army; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Mission Analysis: Non-Line-of-Effort Assignments (4151).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1); Automatic Data Processing (990.1).

Organization Concerned: Department of Defense; Department of the Army; Department of the Air Force; Department of the Navy; Department of the Army: TRADOC Systems Analysis Activity.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations; House Committee on the Budget; Senate Committee on Governmental Affairs; Senate Committee on Appropriations; Senate Committee on Budget.

Authority: FIPS Pub. 64.

Abstract: GAO reviewed Department of Defense efforts concerning military operations on urbanized terrain. Important to these efforts is an Army project to develop a computer model to evaluate the effectiveness of their doctrine and tactics relative to the unique features of urban warfare and to identify future combat development needs for the urban battlefield. **Findings/Conclusions:** GAO found that several fundamental control and coordination tasks that are essential for successful model development have not been implemented. For example, formal plans have not been developed, cost data for specific developmental phases have not been formulated, periodic reporting between model developers and management has not been established, and user requirements have not been considered in designing the model. As a result, the model may have only limited use in assessing current Army urban warfare programs and in identifying future combat development needs. The failure to follow generally accepted systems development standards and the absence of a project manager have contributed to the fact that these tasks have not been implemented. **Recommendation To Agencies:** The Secretary of the Army should direct TRADOC to appoint a project manager with formally assigned responsibility and authority to direct development efforts. The completion milestone should be evaluated and action should be taken quickly to raise the level of attention being given to meeting the established objectives. This should be a fundamental goal for the new project manager. The Secretary of the Army should direct TRADOC to require the TRADOC Systems Analysis Activity to follow standardized and formalized systems development procedures as stated in Federal Information Processing Standards Publication 64. Specifically, formal plans should be developed, cost data for developmental phases should be formulated, periodic reporting between model developers and TRADOC management should be established, and user requirements should be considered.

119274

[Testing and Maintenance of Weapon Systems May Be Enhanced by the Design for Testability Concept]. MASAD-82-38; B-208483. August 6, 1982. 7 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Procurement of Major Systems: Effective Planning for Testing and Evaluation of Acquisitions (3013); Logistics Management: Alternative Logistics Concepts, Structures, and Policies To Provide Necessary Mission Support (3801).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Army; Department of the Navy.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; House Committee on the Budget; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Budget.

Abstract: GAO reviewed the use of the design for testability concept in the development and acquisition of major weapon systems. The design for testability concept is an attempt to solve some of the current problems associated with weapon systems after they are deployed. Previous attempts to solve weapon system testing and maintenance problems have had mixed results. **Findings/Conclusions:** GAO found that, under the sponsorship of the Joint Logistic Commanders Panel on Automatic Testing, the services are laying the groundwork to develop and implement the design for testability concept without determining its benefits and limitations. Design guides for testability as well as for new military standards defining its use are being prepared, but no effort is being made to ensure that the benefits of the concept outweigh the cost of implementation. The Air Force's Aeronautical Systems Division and the Naval Surface Weapons Center have management responsibility for most of the testability efforts. They have awarded contracts to industry to conduct most of the research. The goal is to implement the design for testability concept as early as possible. The Army has not played a major role in the Joint Logistic Commanders' design for testability program due to a lack of funds. However, the Army has done limited research in improving testability in nonelectronic systems. Although the development and implementation of the design for testability concept has progressed to the point where design guides are being prepared and issued, no serious effort has been made to demonstrate that its benefits will exceed costs, if implemented. **Recommendation To Agencies:** The Secretary of Defense should require the services to determine if the benefits of the design for testability concept exceed its limitations before it is fully implemented within the Department of Defense and made a part of the weapon system acquisition process. This could be done by: (1) establishing a data base to identify testability cost and the affect on reliability, availability, and maintainability; and (2) prototyping a system designed for testability and comparing it to a similar system developed using standard design techniques.

119278

Recommended Reductions to Fiscal Year 1983 Ammunition Procurement and Modernization Programs. PLRD-82-92; B-207875. August 10, 1982. 42 pp. plus 5 appendices (10 pp.).

Report to Rep. Joseph P. Addabbo, Chairman, House Committee on Appropriations: Defense Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Military Preparedness Plans: Mobilization Needs (0807); Logistics Management: Determination of Wholesale Needs (3811).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense -

Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Navy; Department of the Army; Department of the Air Force.

Congressional Relevance: *House* Committee on Appropriations: Defense Subcommittee; *House* Committee on Armed Services: Readiness Subcommittee; *Senate* Committee on Armed Services: Preparedness Subcommittee; *Senate* Committee on Appropriations: Defense Subcommittee; *Rep.* Joseph P. Addabbo.

Abstract: Pursuant to a congressional request, GAO reviewed the military services' requests for funds to purchase conventional ammunition and to modernize ammunition production facilities.

Findings/Conclusions: GAO primarily reviewed the justifications for items involving large dollar amounts, those being bought for the first time, and those with production or performance problems. Most of the items reviewed were adequately justified; however, GAO concluded that the request for ammunition should be reduced by \$625.1 million, or about 16 percent. These reductions were mostly for newer munitions still in the developmental stage, such as laser-guided projectiles, antiarmor cluster munitions, and area denial artillery munitions. GAO stated that sizable backlogs have accumulated for some of these items because of production and performance problems. **Recommendation To Congress:** The House Committee on Appropriations should defer the \$4.8 million request for the automated grenade loading facilities until prototype equipment is fully developed and tested. The House Committee on Appropriations should reduce the Air Force's ammunition appropriation request by \$74.1 million for the four items detailed in appendix IV of this report. The House Committee on Appropriations should reduce the Navy's fiscal year 1983 ammunition appropriation request by \$24 million for the seven items detailed in appendix II of this report. The House Committee on Appropriations should reduce the Army's request by \$464.3 million dollars as detailed in appendix I of this report. The House Committee on Appropriations should consider funding more tactical rounds, instead of the 155-mm. training round, because the training round's cost approximates that of the tactical round. The House Committee on Appropriations should reduce the Marine Corps' fiscal year 1983 ammunition appropriation request by \$62.7 million for six items shown in appendix III of this report. The House Committee on Appropriations should closely consider the current and future impact of providing full funding for the 155-mm. improved conventional munitions on the ammunition production base. The House Committee on Appropriations should delete the \$10.7 million request for the antiarmor cluster munition facility.

119284

[*Protest of Federal Aviation Administration Contract Award*]. B-207423. August 24, 1982. 2 pp. plus 1 enclosure (1 p.).

Decision re: DSI Computer Services, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: DSI Computer Services, Inc.; Tymshare Computer Maintenance; Federal Aviation Administration.

Authority: B-205450 (1982). B-199301(1) (1981).

Abstract: A firm protested the award of a contract for computer maintenance services under a request for quotations issued by the Federal Aviation Administration (FAA). The protester contended that, because of the prompt-payment discount offered, it was the low bidder. FAA acknowledged that the discount made the protester's offer low and that it incorrectly excluded the discount in the evaluation of the offer. However, the awarded contract was approximately two-fifths completed at the time FAA reported to GAO on the protest, and FAA decided that terminating the contract would not be in the best interest of the Government due to the costs involved. GAO stated that: (1) FAA should have taken into account other factors besides the cost of termination, including the seriousness of the procurement deficiency, the good faith of the

parties involved, and the extent of performance; and (2) were it not for the short time remaining for the performance of the contract, it would recommend terminating the contract and awarding it to the protester. However, since a significant portion of the contract had been completed at the time of the protest, GAO concurred with the FAA decision not to recommend corrective action. The Secretary of Transportation was notified concerning the factors that FAA should consider in the future in deciding whether to take corrective action.

119298

IRS Needs To Curb Excessive Deductions for Self-Employment Retirement Plans. GGD-82-85; B-208060. August 26, 1982. 14 pp. plus 1 appendix (3 pp.).

Report to: Roscoe L. Egger, Jr., Commissioner, Internal Revenue Service; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Tax Administration: Inefficiency in Tax Administration Caused by Tax Law Complexity (2714).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Internal Revenue Service; Department of the Treasury.

Congressional Relevance: *House* Committee on Ways and Means; *House* Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; *Senate* Committee on Finance; *Senate* Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; *Joint* Committee on Taxation.

Authority: Economic Recovery Tax Act of 1981. Self-Employed Individuals Tax Retirement Act of 1962.

Abstract: GAO reported on the deductions which self-employed individuals have been allowed, since 1962, to contribute to retirement plans authorized by Congress, known as "Keogh plans." Because the legal requirements associated with these plans are complex, there is considerable potential for error in computing allowable deductions. **Findings/Conclusions:** GAO found that the results of the Internal Revenue Service's (IRS) 1976 Taxpayer Compliance Measurement Program and its own review both show that many taxpayers who claim Keogh deductions do not fully understand the rules applicable to such deductions. IRS estimated that excessive Keogh deductions for tax year 1976 totaled \$34 million. Analyses of 1977 tax returns indicated that excessive Keogh deductions may have totaled \$114 million for that year. GAO found that neither the Form 1040 instructions nor the various IRS publications present the specific tax rules in a clear and useful way. GAO also found that, in addition to the problem of excessive taxpayer deductions, many taxpayers neglect to file for deductions which they qualify for. **Recommendation To Agencies:** The Commissioner of Internal Revenue, to help alleviate the problem of excessive Keogh deductions, should develop and implement a service center error correction program for excessive Keogh deductions. In so doing, the Commissioner may wish to revise the Form 1040 to require taxpayers to specify whether they contribute to defined contribution or defined benefit plans. The Commissioner of Internal Revenue, to help alleviate the problem of excessive Keogh deductions, should provide taxpayers with some basic guidance on Keogh deductions in the Form 1040 instructions and Publications 17 and 334. At a minimum, the guidance should specify that taxpayers should be self-employed to be eligible for such deductions. It should also specify that different rules govern defined benefit and defined contribution plans. Further, the guidance should specify, with respect to defined contribution plans, that an individual must have net profits from self-employment to be eligible for a deduction and that the deduction cannot exceed certain percentage and dollar limits. Also, the Commissioner may want to consider developing a worksheet

for use by taxpayers in computing Keogh deductions. The worksheet could be included in Publications 17, 334, and/or 560.

119324

[Protest of Army Contract Award]. B-201943, B-202021. August 31, 1982. 8 pp.

Decision re: Amperif Corp.; Interscience Systems, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Interscience Systems, Inc.; Amperif Corp.; Department of the Army: Computer Systems Selection and Acquisition Agency; Sperry Rand Corp.; Sperry Univac.

Authority: 4 C.F.R. 21.1. 55 Comp. Gen. 1019. B-201890 (1981). B-180608 (1974). B-198911.2 (1981). B-191132 (1978). B-200151 (1981). B-200541 (1981). B-198612 (1980). B-197806 (1980). B-206137 (1982).

Abstract: Two suppliers of peripheral computer equipment protested a sole-source contract award for the lease of two UNIVAC computer systems and peripheral equipment under a request for proposals (RFP) issued by the the Army. The protesters contended that the Army should have broken out its requirement for the peripheral equipment and procured it on a competitive basis rather than procuring it as part of the total system. They also questioned the Army's justification for its use of a sole-source procurement. The system in question was the subject of an unsolicited proposal and was designed to meet its interim needs for the period during which the Army would design a system to meet its long-term computing needs. Two surveys conducted by the Army indicated that no other equipment on the market could meet its needs without a basic redesign of the existing system. To minimize the technical risk involved in installing the new system, a total system and a single prime contractor were needed to integrate the entire system because the installation process was complicated considering the Army's need for minimal disruption of its normal data processing activities. Generally, the decision to procure by means of a total package approach rather than by separate procurements is a matter within the discretion of the contracting agency, and GAO will not disturb an agency's decision without a clear showing that it lacked a reasonable basis. In view of the Army's need for a single prime contractor and its determination that technically acceptable peripheral equipment could only be furnished by the awardee, GAO held that the Army was reasonable in procuring the peripheral equipment from the awardee as a part of the total system. Although the protesters were interested parties for the purpose of challenging the Army's decision not to break out the peripheral equipment for competitive procurement, GAO held that they were not interested parties in questioning whether the sole-source procurement of the total system was justified, because they were suppliers of peripheral equipment rather than suppliers of total systems. Accordingly, the protest was denied in part and dismissed in part.

119348

[Federal Government's Use of International Data Corporation's Subscription Services]. PLRD-82-118; B-208565. August 30, 1982.

Released September 7, 1982. 8 pp. plus 2 enclosures (3 pp.).

Report to Sen. John G. Tower; by Werner Grosshans, (for Donald J. Horan, Director), GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Federal Agencies' Use of Central Supply Agencies To Obtain Needed Goods and Services (1926).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: Procurement - Other Than Defense (990.4).

Organization Concerned: Office of Management and Budget; International Data Corp.

Congressional Relevance: *House* Committee on Government Operations; *House* Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; *Senate* Committee on Governmental Affairs; *Senate* Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; *Sen.* John G. Tower.

Abstract: In response to a congressional request, GAO reviewed the Federal Government's procurement of automated data processing (ADP) information subscriptions from the International Data Corporation (IDC). The review addressed a constituent's complaint that the Government is paying too much for the IDC subscriptions and receiving few benefits. **Findings/Conclusions:** The IDC subscriptions provide unlimited telephone inquiry service, access to several extensive information data bases, and customized research reports. The three types of subscriptions account for 95 percent of all the IDC services used by the Government. GAO found that the Government pays less for IDC subscriptions than commercial customers pay and that Government users were satisfied with IDC benefits and services. GAO also found that agencies generally do not consolidate or centrally control the purchase of ADP information services or match users' needs with the most cost-beneficial subscription. As a result, IDC subscription users are unaware of the types and number of ADP information subscriptions available within their agencies. Agencies have not prepared cost-benefit analyses to determine the number or types of subscriptions that they require. GAO believes that better management and control over the purchases of IDC subscription services will substantially reduce costs to the Government. **Recommendation To Agencies:** The Director of the Office of Management and Budget (OMB), should direct the Department of Defense (DOD) and all civil agencies to prepare cost-benefit analyses before purchasing subscription services. The Director, OMB, should direct DOD and all civil agencies to determine overall agency needs for ADP information so that the most cost-effective subscriptions will be purchased. The Director, OMB, should direct DOD and all civil agencies to centrally control contracts for ADP information services so that only necessary subscription services are purchased.

119369

[Response to OMB Comments on GAO's August 2, 1982, Report Entitled "Analysis of Energy Reorganization Savings Estimates and Plans"]. EMD-82-127; B-208247. August 20, 1982. 6 pp. plus 7 enclosures (21 pp.).

Report to Joseph R. Wright, Jr., Deputy Director, Office of Management and Budget; by Charles A. Bowsher, Comptroller General.

Refer to EMD-82-77, August 2, 1982, Accession Number 119104; and EMD-82-21, January 20, 1982, Accession Number 117377.

Issue Area: Energy (1600); Energy: Improving Energy Organization and Decisionmaking (1638).

Contact: Energy and Minerals Division.

Budget Function: Energy (270.0); Energy: Energy Information, Policy, and Regulation (276.0).

Organization Concerned: Office of Management and Budget; Department of Energy; Department of the Interior; Department of Commerce.

Congressional Relevance: *House* Committee on Energy and Commerce; *House* Committee on Government Operations; *Rep.* Frank Horton; *Rep.* James T. Broyhill.

Abstract: GAO responded to criticisms made by the Office of Management and Budget (OMB) of its recent report on the administration's reorganization of the Department of Energy (DOE). **Findings/Conclusions:** The OMB criticisms were that GAO: (1) did not approach senior administration officials to obtain information on the reorganization and based its findings on outdated information; (2) concentrated on secondary and incidental benefits, costs, and implementation plans, rather than focusing on the appropriate

Federal energy role; and (3) attacked the administration's lack of detailed implementation plans, and ignored the reality that useful detailed planning must await legislative action. GAO stated that its work effort for this report was continuous during the period February 1, 1982, to July 30, 1982, and that it obtained its information from the Task Force on Energy Reorganization, the White House, DOE, and the Departments of Commerce and the Interior. Further, cost estimates of the reorganization were requested up until 2 days before the report was issued. GAO did not address the subject of the Federal energy role in the report in question; however, it did address the subject in a report issued earlier this year. That report discussed energy trends and problems, the evolution of Federal energy-related agencies, the extent to which the Government should be involved in energy policy and programs, and the Government's organizational structure for dealing with the energy problem. The report in question makes clear that the administration established a high-level interagency task force on the reorganization and commends the administration for taking this step. While some details await legislative action, efforts can be directed toward organizational problems and planning.

119370

[The Navy Should Improve Its Management of Defective Government-Furnished Materials]. PLRD-82-115; B-208230. September 2, 1982. 3 pp. plus 2 enclosures (14 pp.).

Report to John F. Lehman, Jr., Secretary, Department of the Navy; by Werner Grosshans, (for Donald J. Horan, Director), GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Sound Logistics Policies (3802).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Navy.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee.

Authority: DOD Directive 4155.1.

Abstract: GAO reviewed the Navy's practice of providing Government-furnished material (GFM) to contractors for use in the construction, overhaul, and repair of its ships, airplanes, and missiles.

Findings/Conclusions: The Navy spends millions of dollars each year to repair or replace materials which are found to be defective after contractors receive them. However, neither GAO nor the Navy know how much is being spent to replace or repair defective GFM because the reporting systems which the Navy has established to identify these costs are not working. The Navy's failure to identify the magnitude of defective GFM and its associated costs for replacement or repair has precluded management from having the oversight needed to take effective action to correct the problems. The Navy has no central point of control or accountability over defective GFM. Instead, Navy management is fragmented among the various commands which develop their own reporting systems. Such systems are not monitored to assure consistency and needed interface. All of the systems reviewed were experiencing problems with underreporting of defective GFM and the submission of inaccurate data on their quality deficiency reports. The data developed, which indicated vendors who habitually provided defective items, were not being used effectively to encourage those vendors to correct the deficiencies or to avert additional purchasing from the vendors. In addition, the Navy was not taking action to make the vendors financially responsible for the poor quality of products provided as GFM. **Recommendation To Agencies:** The Secretary of the Navy should establish a focal point within his office to oversee the accomplishment of these recommendations. The Secretary of the Navy should direct the systems commands and other applicable organizations to use the data developed by the quality deficiency

reports systems to hold vendors accountable, either by having them take corrective action or by preventing future purchasing from them. Alternative sources should be developed if a sole-source vendor does not improve the quality of its products. The Secretary of the Navy should direct the systems commands and other applicable organizations to ensure the consistency and compatibility of the various Navy quality deficiency reports systems with each other and with other DOD components. The Secretary of the Navy should direct the systems commands and other applicable organizations to develop a system for maintaining overall financial and logistical data that will provide the management visibility needed to identify the nature and magnitude of the problems with defective GFM. The Secretary of the Navy should direct the systems commands and other applicable organizations to bring the Navy's quality deficiency reports systems into agreement with Department of Defense Directive 4155.1 and Defense Acquisition Regulations.

119383

[Protest of GSA Contract Award]. B-205729. September 7, 1982. 4 pp.

Decision re: GTE Telenet Communications Corp.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: General Services Administration; GTE Telenet Communications Corp.; Tymnet, Inc.

Authority: Freedom of Information Act. 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.2(b)(2). B-201166.2 (1981).

Abstract: A firm protested the award of a contract for a system of communications circuits and switches under a request for proposals (RFP) issued by the General Services Administration (GSA). The RFP was for Valued Added Network (VAN) Tariff Service which would provide a communications link between the GSA Office of Data Systems and terminals in 10 GSA regional offices. The award was to be based on the lowest cost to the Government if all mandatory technical requirements were met. The protester contended that: (1) GSA evaluated the awardee's price in a manner inconsistent with the RFP; (2) the awardee did not submit a proposed tariff amendment to include a tariff to provide services in a specific geographic location; and (3) the evaluation was improperly based on rebates given by the awardee of toll charges which GSA would incur until the awardee could make available toll-free access in the specified geographical location. Since the protester was aware that the awardee did not have a tariff in the specified location more than 10 days before the protest was filed, GAO found this contention untimely and not for consideration. The RFP did not make the submission of proposed tariffs mandatory; however, the awardee became bound to provide services at the agreed-upon rates and to file a tariff consistent with those rates. GAO held that the failure to submit a proposed tariff did not render the evaluation or the award improper. According to the record, the awardee's price was evaluated on the basis of a binding promise to provide toll-free access, not on the basis of the tolls accrued in that location. Accordingly, the protest was dismissed in part and denied in part.

119385

[Claim for Reimbursement for Personal Expenditures]. B-204073. September 7, 1982. 2 pp.

Decision re: Department of the Navy; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Department of the Navy; Department of the Navy: Naval War College, Newport, RI; Department of the Navy: Naval Education and Training Center, Newport, RI.

Authority: 33 Comp. Gen. 20. B-195002 (1980).

Abstract: A disbursing officer at the Naval Education and Training

Center requested an advance decision on whether a voucher could be certified for payment to an Air Force officer who was officially detailed to the Navy. The voucher supported a claim for reimbursement for expenditures from the officer's personal funds to purchase microcomputer software items for use in an ongoing research project. The software items were left behind for the Navy's use when the officer completed the project. GAO held that reimbursement is allowed since, under the circumstances of this case, it would be unfair for the Government to retain benefits without payment. Accordingly, the voucher may be paid.

119392

Major Improvements Needed in the Bureau of Indian Affairs' Accounting System. AFMD-82-71; B-207047. September 8, 1982. 30 pp. plus 2 appendices (8 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of the Interior; Bureau of Indian Affairs.

Congressional Relevance: House Committee on Interior and Insular Affairs; House Committee on Appropriations: Interior Subcommittee; Senate Select Committee on Indian Affairs; Senate Committee on Appropriations: Interior Subcommittee; Congress.

Authority: Indian Self-Determination and Education Assistance Act (P.L. 93-638; 88 Stat. 2203). Permanent Appropriation Repeal Act, 1934 (31 U.S.C. 725 et seq.). 25 U.S.C. 161.

Abstract: GAO examined the Bureau of Indian Affairs' automated accounting and finance system to determine whether it ensures that: (1) contract and grant cash advances, expenditures, and balances on hand are properly and accurately reported; (2) contract and grant cash advances are not requested prematurely, thus causing balances to exceed immediate and reasonable cash needs; (3) trust fund cash receipts and disbursements are properly handled and controlled and are accurately and completely recorded in the accounting records; (4) trust funds are properly invested; and (5) the Bureau properly and completely discharges its fiduciary responsibilities as trustee for Indian trust funds. **Findings/Conclusions:** GAO found that the accounting system is not functioning properly and that little action has been taken to resolve known problems. Accounting for contracts, grants, and Indian trust funds has lacked attention. Managers cannot properly discharge their fiduciary responsibility as trustee for the trust funds or control millions of dollars of cash advances to contractors and grantees, because they are not receiving reliable information from their accounting system. GAO believes that the Bureau's recent efforts to enhance its accounting system are misdirected and that its acquisition of new computer equipment will not solve the system's serious design and operating problems. To reestablish accountability and control, the Bureau needs to take the follow corrective action: (1) purge unreliable information from the automated accounting records for contractor and grantee cash advances and trust funds; and (2) develop and implement management controls to ensure compliance with prescribed accounting, internal control, and financial reporting procedures. The Bureau must also redesign or modify the automated accounting and finance system to correct known, longstanding deficiencies so that managers' financial information needs are met. **Recommendation To Agencies:** The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to initiate the redesign or modification of the automated accounting and finance system to eliminate design deficiencies and operate on the accrual basis of accounting. The new system should be adequately documented and the documentation kept up to date. Also, controls

should be established to ensure that system modifications are approved before implementation and that the modifications are fully documented. When the system redesign is complete, the new system should be sent to the Comptroller General for approval. The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to ensure that prescribed accounting procedures are followed by making sure that: (1) Indian contractors and grantees file required expenditure reports on the prescribed due dates; (2) Bureau personnel enter expenditure information promptly in the accounting system; (3) Bureau personnel suspend letter-of-credit drawdown privileges for Indian contractors and grantees who fail to comply with prescribed financial reporting and accounting procedures; (4) Bureau personnel responsible for trust funds complete all required monthly reconciliations of subsidiary and general ledger accounts and promptly enter appropriate correcting entries in the accounts; (5) local office managers provide for prescribed separation of duties in handling trust fund transactions; and (6) investment branch personnel do not exceed available trust fund cash in making investments. The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to develop written procedures for entering transaction information into the automated accounting and finance system. The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to make the maximum use practicable of the check preparation and distribution services of the Treasury's division of disbursements in making trust fund disbursements. The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to reconcile detailed subsidiary and summary general ledger trust fund accounts, investigate the differences disclosed, and make appropriate correcting entries in the accounts. In doing so, all trust fund securities and cash should be counted. The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to maintain the accounting records for contracts and grants on the accrual basis of accounting. The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to recover any excess cash held by contractors and grantees. The Secretary of the Interior should direct the Commissioner of the Bureau of Indian Affairs to determine the actual amount of expenditures made and outstanding cash advances held by Indian contractors and grantees and record this information in the automated accounting system.

119394

[Protest of Subcontract Award]. B-205829. September 8, 1982. 6 pp.

Decision re: CMI Corp.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: CMI Corp.; International Business Machines Corp.; ICI Americas, Inc.; Department of the Army: Indiana Army Ammunition Plant, Charleston, IN.

Authority: 54 Comp. Gen. 767. 52 Comp. Gen. 409. 54 Comp. Gen. 1080. 56 Comp. Gen. 768. D.A.R. 3-805.4. B-190178 (1978). 10 U.S.C. 2304(g).

Abstract: A firm protested the award of a subcontract for a computer and related hardware and software, installation, and maintenance under a request for proposals (RFP) issued by a prime operating contractor of the Army. The protester argued that the contractor improperly evaluated its price by adding to it inappropriate charges. Additionally, the firm contended that the awardee did not offer a fixed price as required by the RFP, and thus comparison with the protester's fixed-price offer was invalid and the awardee was ineligible. The contracting agency determined that both proposals were technically acceptable and that the only area for evaluation was the difference in the pricing. Proposals were evaluated and price comparisons were made by adding the awardee's Government supply prices for maintenance and software to the protester's

prices, since these were not included. When best and final offers were submitted, the contracting agency decided that the evaluation of the proposals must include impact on systems conversion. The agency added costs to cover computer time and engineering support services for the conversion to the protester's bid price, claiming that this was required by the RFP and was provided for in the awardee's offer. The agency stated that it could not discern from the protester's proposal whether it had included these items. After these adjustments by the agency, the awardee's bid was the lowest. The protester argued that engineering support costs should have been included in the awardee's price and that the RFP did not require offerors to provide the computer time for conversion. The Army admitted that the procurement was deficient. GAO found that the award was not made in accordance with the RFP and that the offerors were not treated equally, and it recommended that corrective action be taken. Accordingly, the protest was sustained.

119416

[GAO Position on Several Issues Pertaining to Air Force Consolidated Space Operations Center Development]. MASAD-82-45; B-205335. August 12, 1982. Released September 12, 1982. 2 pp. plus 1 enclosure (7 pp.).

Report to Sen. Harrison H. Schmitt; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Communications: Expenditures for Defense C3 Systems Development, Acquisition, and Use (3708).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of the Air Force; National Aeronautics and Space Administration.

Congressional Relevance: Sen. Harrison H. Schmitt.

Abstract: In response to a congressional request, GAO provided information regarding Air Force computer acquisition plans for the Consolidated Space Operations Center (CSOC). Specifically, the information concerned: (1) sole-source implications of the Air Force's duplicating National Aeronautics and Space Administration (NASA) software; (2) implications of Air Force computer system acquisition based on prior audit experience; (3) potential benefits from using the Ada software language; and (4) a summarization of the factors supporting the position that construction of the Shuttle Operations and Planning Complex (SOPC) portion of the CSOC should be deferred until SOPC planning is completed. **Findings/Conclusions:** GAO found that the sole-source procurement approach to duplicate NASA software could force life-cycle costs higher than a broader procurement due to the limiting nature of software languages written expressly for one type of processor. Audit experience over the past decade has indicated that the weaknesses in the Air Force computer system development projects result from: (1) a lack of adequate consideration of user-functional requirements; (2) an emphasis on using old software rather than developing new, efficient systems; and (3) newly developed systems which fail to reflect state-of-the-art technology. GAO believes that use of the standard high-level Ada language is economically justified and would result in benefits, such as: high system reliability, reduced software maintenance costs, enhanced real-time processing capability, manufacturer independence, and reduced life-cycle costs. GAO concluded that development of the SOPC should be deferred because: (1) there is no overall plan for the military exploitation of space that defines the role of military shuttle missions; (2) planning is still in the formative stages and has not been adequately articulated; and (3) the Air Force position that there is a need for the program is questionable.

119417

Government-Industry Cooperation Can Enhance the Venture Capital Process. AFMD-82-35; B-206827. August 12, 1982. Released September 13, 1982. 8 pp. plus 5 appendices (50 pp.).

Report to Sen. Lloyd Bentsen; by Wilbur D. Campbell, Director, GAO Accounting and Financial Management Division.

Issue Area: National Productivity: Actions To Improve Productivity Growth of Selected Industries (2909).

Contact: Accounting and Financial Management Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Department of Commerce.

Congressional Relevance: Sen. Lloyd Bentsen.

Authority: Tax Reform Act of 1969. Tax Reform Act of 1976.

Abstract: Pursuant to a congressional request, GAO reported on the venture capital process and the role it plays in the United States' productivity and economic well-being. **Findings/Conclusions:** Venture capitalists seek out new technology, entrepreneurial talent, and management resources and combine them for new business opportunities that have significant market growth potential. Compared to the amount of capital invested to create fast-growing, high-technology businesses, this small segment of the U.S. economy has produced disproportionately large benefits to the Nation's productivity and economic well-being. GAO stated that the supply of venture capital is increasing and prospects for future growth are good. However, to achieve the greatest benefits from the availability of capital, both industry and the Government need to deal properly with other issues that will influence how well the complex venture capital process translates available capital into economic and productivity gains. GAO concluded that better dialogue between Government and industry is needed to jointly identify pertinent issues and to suggest actions needed by either or both to create the greatest likelihood of a successful venture capital process in the present environment of increasing capital supply.

119428

National Flood Insurance: Marginal Impact on Flood Plain Development, Administrative Improvements Needed. CED-82-105; B-207018. August 16, 1982. Released September 15, 1982. 45 pp. plus 4 appendices (14 pp.).

Report to Sen. John H. Chafee, Chairman, Senate Committee on Banking, Housing and Urban Affairs; Consumer Affairs Subcommittee; Sen. Arlen Specter; by Milton J. Socolar, (for Charles A. Bowsler, Comptroller General).

Issue Area: Domestic Housing and Community Development: Effectiveness of FEMA's Programs and Minimizing Adverse Effects of Catastrophes (2174); Land Use Planning and Control: Non-Line-of-Effort Assignments (2351).

Contact: Community and Economic Development Division.

Budget Function: Community and Regional Development: Disaster Relief and Insurance (453.0).

Organization Concerned: Federal Emergency Management Agency; Office of Management and Budget.

Congressional Relevance: House Committee on Banking, Currency and Housing; Housing and Community Development Subcommittee; House Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Banking, Housing and Urban Affairs; Consumer Affairs Subcommittee; Senate Committee on Banking, Housing and Urban Affairs; Housing and Urban Affairs Subcommittee; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Sen. John H. Chafee; Sen. Arlen Specter.

Authority: Flood Insurance Act of 1968 (P.L. 90-448). Flood Disaster Protection Act of 1973 (P.L. 93-234). Housing and Community Development Act of 1977. Omnibus Budget Reconciliation Act of 1981. Executive Order 12291. S. Rept. 93-583. S. 1018 (97th

Cong.). H.R. 3252 (97th Cong.).

Abstract: Pursuant to a congressional request, GAO examined whether: (1) the National Flood Insurance Program administered by the Federal Emergency Management Agency (FEMA) stimulated flood plain development, and (2) flood plain management regulations were being adequately enforced. **Findings/Conclusions:** Coastal and barrier island communities are developing rapidly, because they offer many attractive features and opportunities for recreation and retirement. After studying six coastal communities and interviewing various Federal, State, and local officials, GAO concluded that the availability of Federal flood insurance is not the principal reason for flood plain development in these communities, but it does offer a marginal added incentive to development. GAO also found that the FEMA monitoring of local communities' enforcement of flood plain management regulations has been inadequate. Additionally, GAO noted errors in designations of flood zones on which insurance rates were based. GAO observed that providing flood insurance and other Federal assistance in extremely hazardous coastal areas subject to wave damage may be an undesirable public policy because of the high potential for loss of life and destruction of property. **Recommendation To Agencies:** The Director of FEMA should appeal the Office of Management and Budget's denial of permission to issue the proposed regulation on breakaway walls to the Presidential Task Force on Regulatory Relief. The Director of FEMA should issue a policy statement to regional offices and program participants setting out the agency's position on suspending communities for failure to enforce required flood plain management regulations. The Director of FEMA should reallocate staff resources to increase monitoring activities in regions 4 (Atlanta) and 6 (Dallas). The Director of FEMA should, to improve the National Flood Insurance Program's credibility and financial soundness, establish appropriate management controls to detect and correct flood zone misratings. The Director of FEMA should establish a centralized control system to direct and guide the monitoring and enforcement program. This system should include the systematic selection and periodic updating of information on those communities in each region whose compliance with flood plain requirements is considered critical. These communities should receive priority for monitoring visits. The system should also include continuing evaluations of community visits to measure individual and overall community compliance and to evaluate the effectiveness of the monitoring program in each region. The Director of FEMA should require insurance agents to rate policies, when renewed, in accordance with current flood insurance rate maps. The Director of FEMA should require the specific geographical location of insured property on all renewals. The Director of FEMA should adjust current premiums on all policies found to be misrated.

119463

IDOT Efforts To Improve Traffic Fine Collection, Capital Project Management, and Motor Vehicle Maintenance. GGD-82-98. September 9, 1982. 10 pp.

Report to Thomas M. Downs, Director, District of Columbia: Department of Transportation; by Donald C. Pullen, Group Director, GAO General Government Division.

Issue Area: Transportation Systems and Policies: Determining the Effectiveness of Federal Efforts To Increase the Safety of Highway Structures and the Surrounding Environment (2422).

Contact: General Government Division.

Budget Function: Transportation: Other Transportation (407.0); General Government: Other General Government (806.0).

Organization Concerned: District of Columbia: Department of Transportation.

Abstract: GAO conducted a survey of the functions of the District of Columbia Department of Transportation. Most of the work focused on the collection of traffic ticket fines, the management of

capital projects, and motor vehicle maintenance and repairs. **Findings/Conclusions:** GAO found that traffic ticket revenue would be significantly higher if the Department were more timely in its attempts to collect outstanding fines and if it were to fully implement its established collection procedures. A major reason for delays in fine collection is the Department's failure to send reminder notices to violators on a timely and consistent basis. This, in turn, has caused the Department delays in further followup action to collect delinquent payments. In the automatic data processing division, GAO cites insufficient resources, inadequate software systems and documentation, and a lack of management controls as persistent problems which appear to underlie these conditions. These problems, combined with the need to meet other data processing demands, result in reminder notices' receiving low priority. The Department could manage capital resources more efficiently and effectively if it had more detailed and complete cost and schedule information for individual capital improvement projects, and it has proposed acquisition of a comprehensive information system which, if fully implemented, could provide managers with more complete and useful project data. Changes are also needed in the areas of equipment repairs, parts and supplies inventory, and fuel dispensing. The mobile equipment division lacks timely and complete information to exercise proper management oversight and control in each of these areas.

119486

Progress in Improving Program and Budget Information for Congressional Use. PAD-82-47; B-200111. September 1, 1982. 10 pp. plus 3 appendices (12 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Program and Budget Information for Congressional Use: Obtaining and Providing Information and Assisting in its Use (3403).

Contact: Program Analysis Division.

Budget Function: Financial Management and Information Systems (998.0).

Organization Concerned: Office of Management and Budget; Department of the Treasury.

Congressional Relevance: Congress.

Authority: Congressional Budget and Impoundment Control Act of 1974.

Abstract: GAO reported on the progress and results of its continuing program to improve the fiscal, budgetary, and program-related information reported to Congress. **Findings/Conclusions:** The Congressional Budget and Impoundment Control Act of 1974 was designed to create a framework within which Congress could set national budget priorities and establish appropriate levels of Federal revenues and expenditures. However, implementation of the Act has been beset with difficulties. The financial management processes and systems that support Federal policymaking have not kept pace with the needs of Congress or the executive branch. Top policy officials of Congress, the President, and the executive agencies should focus on broad policy and the basic direction and general content of programs, and program managers should be delegated the authority to carry out those policies. GAO suggested that the main budget structure might be revised to group the Government's programs and activities into seven policy areas: investment in capital assets, both defense and domestic; research and development; aid to State and local governments; credit assistance; entitlements for individuals; interest; and operation expenses. Another component needed in financial management reform is an enhanced role for oversight, program review, and budget execution. The Government continues to send mixed signals to the financial and business communities by simultaneously embracing a restrictive monetary policy and a stimulative fiscal policy. The integration of economic policies will depend on the agreement of the administration, Congress, and the Federal Reserve Board on long-range goals and the policies necessary to achieve them.

119491

Problems in Air Quality Monitoring System Affect Data Reliability. CED-82-101; B-206212. September 22, 1982. 24 pp. plus 3 appendices (20 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Environmental Protection Programs: Effectiveness of the Clean Air Act and the Effect of Changes to the Act (2224).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Pollution Control and Abatement (304.0).

Organization Concerned: Environmental Protection Agency.

Congressional Relevance: House Committee on Energy and Commerce; House Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Environment and Public Works; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Congress.

Authority: Clean Air Act. Clean Air Act Amendments of 1977 (P.L. 95-95; 42 U.S.C. 7619 et seq.). Executive Order 12291.

Abstract: The Clean Air Act requires the Environmental Protection Agency (EPA) to establish a nationwide air quality monitoring network, and each year EPA makes decisions, based on the data received from this network, which have significant impacts on the health and economic well-being of the Nation's citizens. Accurate and reliable air quality data are essential in formulating many of these decisions, evaluating their impact, and determining future strategies. EPA has experienced serious difficulties in obtaining these data. GAO undertook this review to identify these problems and offer recommendations for corrective action. **Findings/Conclusions:** GAO found that EPA progress in implementing the mandate of the Act has been slow and costly and has not resulted in a reliable air monitoring network. Accurate air quality data are also essential for EPA enforcement of the Act and as a basis for establishing and revising the ambient air quality standards, which set the maximum allowable air pollutant levels. The first phase of this air monitoring effort was the establishment of the National Air Monitoring Stations network to provide air quality data to EPA. As of June 1982, 70 percent of the monitors required for the network were acceptable. However, even with full implementation of the network, EPA will not have fulfilled its air quality monitoring responsibilities; a State and local air monitoring stations network also is required to provide annual air quality data for the States' use in developing pollution control strategies. The air monitoring networks have not been completely implemented primarily because of a lack of approved quality assurance controls. To ensure data reliability, EPA has established requirements for collecting, processing, and reporting air quality data. However, EPA and the States did not follow these requirements and did not establish procedures needed to correct data handling problems. EPA is trying to determine the causes of data handling problems; however its efforts are limited by a lack of procedures designed to identify those monitors which are not reporting air quality. **Recommendation To Congress:** Congress should, in consultation with the EPA Administrator, establish a deadline by which the networks must be operational, after considering factors such as the technological state of the art and the availability of resources. **Recommendation To Agencies:** The EPA Administrator should designate the Director, Monitoring and Data Analysis Division, as the air quality data base manager. The EPA Administrator, in consultation with the States, should include as a condition in the EPA grant agreement with the States that all funds designated to meet EPA air monitoring standards be spent to achieve these standards.

119496

Status of the Great Plains Coal Gasification Project: August 1982.

EMD-82-117; B-207876. September 14, 1982. 29 pp. plus 1 appendix (1 p.).

Report to Congress; by Milton J. Socolar, Acting Comptroller General.

Refer to EMD-82-55, March 6, 1982, Accession Number 117808.

Issue Area: Energy: Better Government Development of Technologies To Use the Nation's Abundant Fossil Energy Resources (1673); Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811); Economic Analysis of Alternative Program Approaches: Other Alternatives--Costs and Benefits of Credit Assistance (4020).

Contact: Energy and Minerals Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: Department of Energy; Great Plains Gasification Associates: ANG Coal Gasification Co.

Congressional Relevance: House Committee on Energy and Commerce; House Committee on Appropriations: Interior Subcommittee; Senate Committee on Energy and Natural Resources; Senate Committee on Appropriations: Interior Subcommittee; Congress.

Authority: Department of Energy Act of 1978--Civilian Applications (P.L. 95-238). Department of the Interior and Related Agencies Appropriation Act, 1980 (P.L. 96-126). Supplemental Appropriations and Rescission Act, 1980 (P.L. 96-304). Nonnuclear Energy Research and Development Act of 1974 (42 U.S.C. 5901; 42 U.S.C. 5909). Financing Bank Act (Federal) (P.L. 93-224).

Abstract: Pursuant to a legislative mandate, GAO reviewed the Great Plains Gasification Project. This second report contains information on all aspects of the project, including its status and the funds disbursed. The report also discusses: (1) the project's controls and management; (2) monitoring by the Department of Energy (DOE); and (3) the extent to which the DOE loan guarantee complies with applicable legislation. The project consists of the gasification plant, a coal mine, and a pipeline. Full-scale construction started in August 1981. **Findings/Conclusions:** As of June 30, 1982, progress on the gasification plant was 4 to 6 weeks behind schedule. However, actions were initiated to get the project back on schedule with no anticipated long-term impacts. The mine was on schedule, and construction of the pipeline is expected to begin in April 1983. Cumulative project costs were lower than originally estimated. The project administrator has adopted extensive procedures to manage, direct, and oversee the construction and startup of the project. As part of these procedures, several internal audit groups have been established to assist management and oversee contractors at the project site. The computerized management information system, which produces most of the data on the project, has some weaknesses and needs further testing to ensure its integrity and reliability. DOE has established and implemented procedures for reviewing all aspects of the project, identifying problems, and initiating corrective actions. It expects to spend about \$2.5 million each fiscal year to monitor project construction and to ensure appropriate release and use of guaranteed debt funds. However, it has not audited costs incurred to determine whether expenditures have been made in accordance with the limitations in the loan guarantee agreement. The review indicated that DOE has complied with the requirements of the applicable legislation. **Recommendation To Agencies:** The Secretary of Energy should audit the costs incurred by Great Plains on a continuous basis throughout the construction period. Such audits should begin as soon as possible, because the longer DOE delays in initiating them, the more difficult it will be to verify and validate the costs on a current basis.

119498

[Overview of Department of the Interior's and Selected States' Royalty Accounting Systems]. AFMD-82-107; B-208421. September 15,

1982. *Released* September 23, 1982. 9 pp. plus 1 enclosure (2 pp.). *Report* to Rep. Morris K. Udall, Chairman, House Committee on Interior and Insular Affairs; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Systems To Insure That Amounts Owed the Federal Government Are Fully and Promptly Collected (2803).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of the Interior; California; Colorado; Wyoming; New Mexico.

Congressional Relevance: *House* Committee on Interior and Insular Affairs; *Rep.* Morris K. Udall.

Abstract: Pursuant to a congressional request, GAO assessed the feasibility of the new royalty accounting system being developed by the Department of the Interior and determined the types of accounting systems used by the States of California, Colorado, New Mexico, and Wyoming for their State-owned oil and gas leases. **Findings/Conclusions:** Interior's new royalty accounting system is being developed for implementation in two primary phases over several years. The two phases are: (1) the accounting phase, which is scheduled to be operational in January 1983; and (2) the production phase, which is to be implemented in fiscal year 1984. GAO stated that, until the accounting phase is operational, it will not know if the effort is fully successful. If the detailed design is carried through successfully, the system should vastly improve Interior's ability to account for and control royalties received from Federal lands. GAO found that the sophistication of the States' royalty accounting systems varied greatly. Their means of verifying royalty payments and their review and analysis of data reported by gas and oil companies also varied. California, Colorado, and Wyoming officials would like to perform the royalty accounting and collecting functions for Federal leases within their boundaries; however, of these three, only California now has a system that may be capable of doing so. Colorado and Wyoming are presently developing automated royalty accounting systems and may be able to assume Federal royalty functions at a later date. New Mexico also appears to have a good system. However, State officials do not believe that the system could be readily adapted to Federal leases and the State does not want to assume the royalty accounting and collection function for Federal leases.

119509

[Federal Civilian Agencies' Management of Their Aircraft and Related Services]. September 23, 1982. 8 pp. plus 4 appendices (45 pp.). *Testimony* before the House Committee on Government Operations: Legislation and National Security Subcommittee; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Contact: Procurement, Logistics, and Readiness Division.

Organization Concerned: Government-Wide.

Congressional Relevance: *House* Committee on Government Operations: Legislation and National Security Subcommittee.

Authority: OMB Circular A-76.

Abstract: GAO discussed the results of its review on the management of aircraft by Federal civilian agencies. In 1977, GAO reported that Federal civilian agencies were acquiring, operating, and managing aircraft independently and without any Government-wide guidance. In a current review, GAO found that, although these agencies spent nearly \$500 million to operate aircraft in fiscal year 1981, very little has changed in the way civilian agencies manage aircraft since the 1977 report. Agencies still are not using uniform methods or systems to accumulate and report aircraft costs. Agencies have spent millions to acquire aircraft without adequately justifying their purchases and without complying with the

cost comparison provision in Office of Management and Budget Circular A-76. GAO believes that, if agencies are required to justify aircraft acquisitions with a bona fide Circular A-76 analysis, a high potential exists for reducing the number of aircraft in the Government inventory. The method civilian agencies use to acquire aircraft seems to depend largely on the amount of funds available to the agency, rather than on whether it results in the lowest overall cost to the Government. GAO believes that savings can be realized if aircraft are obtained on a departmentwide basis by consolidating procurements and by using the most effective acquisition methods. GAO found many cases where agencies were routinely using their aircraft to transport people when commercial service was more practical and less costly. Many agencies' aircraft are underused, and the agencies are not coordinating their aircraft programs and sharing aircraft and related services, even though some agencies perform similar missions. GAO believes that a focal point must be established before extensive sharing and consolidation efforts can be expected. In the opinion of GAO, even greater economies and efficiencies can be achieved if a single coordinating activity is established to operate a Government-wide management information system for aircraft services used by civilian agencies.

119541

[Protest of Air Force Rejection of Technical Proposal]. B-206091. September 23, 1982. 4 pp. *Decision* re: MASSTOR Systems Corp.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: MASSTOR Systems Corp.; Department of the Air Force.

Authority: B-202357 (1981). B-203082 (1981). B-203233 (1982).

Abstract: A firm protested the Air Force's rejection of its technical proposal for a computer system. The protester's proposal was rejected because it was unable to demonstrate two mandatory requirements in either of two live test demonstrations (LTD). The protester argued that the Air Force's interpretation of the requirements exceeded the plain language of the solicitation and that its system met the requirements. The protester requested that its proposal be found technically acceptable or, in the alternative, that the Air Force amend the solicitation to state explicitly its interpretation of the requirements and permit the firm an opportunity to meet the requirements in a new LTD. GAO stated that both the protester's and the Air Force's interpretations of the requirements were reasonable. Neither requirement in question clearly stated what the Air Force intended or needed. GAO stated that, where there are two or more reasonable interpretations of a solicitation provision, the provision is ambiguous. The ambiguity here was not so obvious as to require an offeror to seek clarification or risk rejection of its offer. In such circumstances it is improper to reject a bid which complies with one of the reasonable interpretations, but not others. Since GAO found that both interpretations were reasonable, it was inappropriate to conclude that the protester's proposal was technically acceptable since it did not meet the Air Force's requirements as expressed in its interpretation of the solicitation; the alternative remedy suggested by the protester was appropriate under these circumstances. GAO recommended that the solicitation be amended to clearly state the Air Force's interpretation. GAO also recommended that the protester be permitted to revise its technical proposal in response to the amendment and that it be permitted to demonstrate its ability to meet the amended requirement in a new LTD. Accordingly, the protest was sustained.

119543

[Protest Against Geographic Scope of Contract and Noncancellation of Solicitation]. B-203731. September 23, 1982. 18 pp. *Decision* re: Planning Research Corp.: Government Information

Systems; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Planning Research Corp.; Government Information Systems; Department of Labor; General Services Administration.

Authority: Service Contract Act of 1965 (41 U.S.C. 351 et seq.). 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.2(a). 4 C.F.R. 21.2(c). 55 Comp. Gen. 787. 56 Comp. Gen. 160. 57 Comp. Gen. 501. 55 Comp. Gen. 864. 58 Comp. Gen. 591. 59 Comp. Gen. 316. 60 Comp. Gen. 172. F.P.R. 1-3.805-1(d). 46 Fed. Reg. 4320. 46 Fed. Reg. 4326. Southern Packaging and Storage Co., Inc. v. United States, 618 F.2d 1088 (4th Cir. 1979). D.A.R. 3-805.4(b). D.A.C. 76-17. B-187776 (1977). B-197209 (1980). B-201890 (1981). B-199050 (1981).

Abstract: A firm protested a request for proposals (RFP) issued by the General Services Administration (GSA) for automatic data processing support. Essentially, it protested the agency's decision not to cancel the solicitation and reopen competition when the Department of Labor ruled that the wage determination included in the solicitation was improper. Instead, GSA amended the solicitation to delete the original determination and included the new, correct wage determinations. The protester did not submit a proposal, claiming that the erroneous wage determination made that too risky. The protester contended that the GSA action prevented it from joining the competition. It also protested the geographic scope of potential performance of the contract, contending that it was so broad that the task orders issued for the services outside the primary and secondary areas would constitute improper sole-source procurements. GAO held that: (1) the protest that the geographic scope of the contract was excessively broad was untimely; and (2) the contracting agency was not required to cancel the solicitation and resolicit to include the firm that protested the initial wage determination but did not submit a proposal. The initial wage determination was not void ab initio and the change resulting from the determination was not so substantial as to require a complete revision of the solicitation. The protester has not shown that it was reasonably prevented from submitting a competitive proposal. Accordingly, the protest was dismissed.

119545

[Protest of Library of Congress Contract Award]. B-207429. September 23, 1982. 3 pp.

Decision re: Amdahl Corp.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Amdahl Corp.; Library of Congress.

Abstract: A firm protested the award of a contract by the Library of Congress for the lease of a computer system. The protester contended that competition for the award was not conducted on an equal basis. The Library issued a request for proposals (RFP) for the lease of a computer which would share a job queue with the Library's present computer. The RFP required that the offered systems be upgradeable either by augmentation or by substitution of a larger compatible computer to meet performance requirements. However, an amendment to the RFP changed this requirement. The Library interpreted it to mean that offerors could propose a smaller computer as an initial system provided it could be upgraded to become capable of supporting the anticipated maximum load. Based on its benchmark test, the Library awarded the lease to a firm with a smaller computer than the protester. The protester argued that the amendment did not change the original size requirement, and it contended that the Library's interpretation of the amendment fostered unequal competition by allowing certain vendors to meet fewer upgrade requirements than others. GAO held that, within the limits of the RFP, all offerors were free to

propose any system or combination of systems that would satisfy the Library's workload. Further, nothing in the RFP obligated the Library to acquire a system with the full workload capability. Accordingly, the protest was denied.

119565

[Approval of the Nuclear Regulatory Commission Payroll System]. AFMD-82-120; B-115349. September 28, 1982. 2 pp.

Report to Nunzio J. Pallidino, Chairman, Nuclear Regulatory Commission; by Charles A. Bowsher, Comptroller General.

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Review and Approval of Accounting Systems (998.2).

Organization Concerned: Nuclear Regulatory Commission.

Abstract: GAO examined the manual and automated aspects of the Nuclear Regulatory Commission Payroll system to determine their consistency with prescribed principles and standards for pay, leave, and allowances of civilian personnel. **Findings/Conclusions:** GAO approved the system as being in conformance with its prescribed standards, and it noted that the integrity of an on-line system such as the Commission's ultimately rests with the establishment and maintenance of an effective system of access control. GAO found that the Commission has established a reliable system of passwords by which to accomplish this. Strict management oversight must be maintained in this critical area because, if the controls over system access become lax, the integrity of the data residing in the data base is compromised. GAO suggest that the Commission's internal auditors periodically review the system in operation to assure that it is in accordance with the approval. At some future time GAO will again examine selected aspects of the system and advise the Commission as to whether it is functioning effectively and in accordance with the approval.

119566

[Approval of Design of Military Sealift Command Industrial Fund Accounting System]. AFMD-82-119; B-159797. September 28, 1982. 1 p.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Charles A. Bowsher, Comptroller General.

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Review and Approval of Accounting Systems (998.2).

Organization Concerned: Department of Defense; Department of the Navy.

Abstract: GAO reviewed the Military Sealift Command Industrial Fund Accounting System for the Department of the Navy. **Findings/Conclusions:** GAO approved the accounting system design as conforming in all material respects with the approved accounting principles and standards of the Department of the Navy.

119570

Allegations Related to the Processing of Injured Employees' Hearing Loss Claims. HRD-82-102; B-205676. August 31, 1982. **Released** September 30, 1982. 28 pp. plus 4 appendices (8 pp.).

Report to Sen. Orrin G. Hatch, Chairman, Senate Committee on Labor and Human Resources; by Edward A. Densmore, (for Gregory J. Ahart, Director), GAO Human Resources Division.

Issue Area: Income Security and Social Services: Adequacy of the Disability Determination System (1329).

Contact: Human Resources Division.

Budget Function: Income Security: Federal Employee Retirement and Disability (602.0).

Organization Concerned: Department of Labor; Office of Workers' Compensation Programs.

Congressional Relevance: *House* Committee on Education and Labor; Labor Standards Subcommittee; *House* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *Senate* Committee on Labor and Human Resources; *Senate* Committee on Labor and Human Resources: Labor Subcommittee; *Senate* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *Sen.* Orrin G. Hatch.

Authority: Employees' Compensation Act (Injuries) (5 U.S.C. 8101).

Abstract: Pursuant to a congressional request, GAO reviewed charges of improprieties associated with the activities of the Department of Labor's Hearing Loss Task Force. The task force was established in 1976 to process a backlog of hearing loss claims, and it adjudicated more than 19,000 claims during the 5.5 years of its operation. **Findings/Conclusions:** Although Labor hired three audiologists for the task force, it also contracted with outside audiologists and physicians to reduce the claims backlog of hearing loss cases. Most of the charges of improprieties related to the use of outside audiologists, physicians, and other hearing specialists to whom Labor referred claimants for hearing tests. The review showed that Labor: (1) made about \$650 in duplicate payments to outside audiologists and physicians; (2) incurred unnecessary costs on about 320 claims when it paid for two reviews; (3) took action to prevent one hearing specialist from routinely ordering claimants to undergo unnecessary hearing tests; and (4) appropriately restricted a staff audiologist from qualifying some hearing loss medical opinions. GAO also found that: (1) fees paid to hearing specialists who tested claimants for hearing loss varied considerably between geographic regions and sometimes appeared to be excessive; (2) costs were lower when claims were reviewed by staff audiologists than when they were reviewed by outside audiologists; (3) the use of outside audiologists seemed to be justified; (4) outside audiologists appeared to be qualified to review hearing loss claims; (5) compensation awards to claimants with a hearing loss also appeared justified; and (6) claims examiners were told not to revise staff audiologists opinions. **Recommendation To Agencies:** The Secretary of Labor should ensure that the Office of Workers' Compensation Programs develops schedules of reasonable fees for medical services, which includes fees for hearing tests as planned.

119574

[Request for Reconsideration]. B-207604.2. September 28, 1982. 2 pp.

Decision re: NCR Corp.: Micrographics Systems Division; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Army; NCR Corp.: Micrographics Systems Division.

Authority: 4 C.F.R. 21.2(a).

Abstract: A firm requested reconsideration of a decision which dismissed its protest of an order placed by the Army with a competitor under a General Services Administration Automatic Data Processing Schedule contract. The protest was dismissed as untimely because of a meeting between the Army and the protester in which the Army stated that it would not revoke its decision. This meeting took place more than 2 months before the original protest was filed with GAO and rendered the protest untimely. In its request for reconsideration, the protester sought to change the tenor of the meeting, which had previously been characterized as being adverse to the protester. The Army maintained that the meeting was, in fact, clearly negative toward the protester. Since the protester did not show an error of fact or law in the prior decision, it was affirmed.

119584

[Protest of Contract Award]. B-206285.2. September 28, 1982. 6 pp.

Decision re: NBI, Inc.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: NBI, Inc.; National Labor Relations Board; Xerox Corp.

Authority: F.P.R. 1-3.805-1(d). B-201105 (1981). B-203790 (1981). B-203167 (1981).

Abstract: A firm protested a National Labor Relations Board (NLRB) contract award for a word processing system. The protester contended that the awardee's system did not meet several of the solicitation's mandatory requirements. Specifically, the protester stated that: (1) the solicitation clearly required a shared-logic or -resource system, but NLRB procured a stand-alone system when it accepted the awardee's proposal; (2) the awardee's system did not satisfy mandatory items requiring vertical scrolling, printer access, or print queueing; (3) NLRB is purchasing a system which the awardee plans to discontinue; and (4) its price was approximately \$100,000 less than the awardee's. The protester also stated that Federal regulations specify that any changes or modifications to the Government's requirements must be made in writing as an amendment to the solicitation with a copy furnished to each prospective contractor. NLRB denied that the solicitation restricted offers to a shared-logic or -resource system and stated that this question was raised and clarified at a preproposal conference. NLRB pointed out that all the preproposal questions and answers were included in the solicitation as an attachment. NLRB also stated that the awardee's system satisfied the mandatory requirements and that this was demonstrated at the benchmark testing. GAO found that, although the contracting agency did not issue a formal amendment to the solicitation, the change in specifications was properly brought to the attention of prospective contractors orally at the preproposal conference and was incorporated into the solicitation as an attachment. The allegations that the awardee's system did not meet mandatory requirements were without merit since the requirements were met during benchmark testing. The argument that the awardee intended to discontinue production of its processing system was irrelevant, since the awardee is committed to service the system throughout its life cycle. Finally, GAO stated that, in negotiated procurements, award to the lowest price offeror is not required where the solicitation indicates that cost will be less important than technical factors, as was the case here. Accordingly, the protest was denied.

119587

[Protest of Contract Renewals]. B-208553. September 27, 1982. 2 pp.

Decision re: Engineering Service Systems, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: California; International Business Machines Corp.; California: Health and Welfare Agency Data Center; Stephen P. Teale Data Center; Engineering Service Systems, Inc.

Authority: 40 Fed. Reg. 42406. B-205027.2 (1982). B-194365 (1980). B-194151 (1980). B-205582 (1982). B-197211 (1980). 31 U.S.C. 53.

Abstract: A firm objected to the State of California's renewal of contracts for maintenance and repair services to data processing equipment owned and leased by two of California's data centers. The firm complained that the data centers' contracts were renewed on a sole-source basis in violation of Federal requirements for competition in procurements financed by Federal grants. Under its public notice, GAO reviews the propriety of contract awards made by grantees in furtherance of grant purposes upon the request of prospective contractors, but it will not review complaints involving

projects in which Federal funds as a whole are insignificant. California officials advised GAO that the data centers' contracts are paid from reimbursements made by client State agencies which utilize the data centers' services and contended that the reimbursements consist of State funds. Because the record indicated that these contracts were not financed by significant Federal grant funds, GAO dismissed the case as involving matters that did not fall within its public notice.

119606

The Department of Energy's Procurement Information System: Expectations Have Not Been Realized. EMD-82-113; B-208394. September 3, 1982. Released October 4, 1982. 20 pp. Report to Rep. John D. Dingell, Chairman, House Committee on Energy and Commerce; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Energy: Relevance and Usefulness of Federal Energy Information Programs (1639).

Contact: Energy and Minerals Division.

Budget Function: Energy: Energy Information, Policy, and Regulation (276.0).

Organization Concerned: Department of Energy.

Congressional Relevance: House Committee on Energy and Commerce; House Committee on Appropriations: Energy and Water Development Subcommittee; Senate Committee on Energy and Natural Resources; Senate Committee on Appropriations: Energy and Water Development Subcommittee; Rep. John D. Dingell.

Authority: DOE Order 1330.1. OFPP Letter 81-1.

Abstract: In response to a congressional request, GAO reported on the cost and effectiveness of the Department of Energy's (DOE) procurement information system and DOE efforts to develop a procurement planning program. **Findings/Conclusions:** DOE has not always followed Federal procedures for implementing the widely established guidance for acquiring management information systems. Instead it has often decided on arbitrary courses of action and rushed the development of its systems. In several instances: (1) user needs were not identified before the development of a system; (2) procedures for preparing preliminary and alternative system designs were not followed; (3) systems which were chosen may not have been the most cost-beneficial alternatives; and (4) the system became operational before it was fully completed. The costs of developing the DOE procurement information system have substantially exceeded original estimates, and anticipated benefits have not been fully realized. The cost increases are due primarily to DOE attempts to correct data base and computer program problems which might have been minimized had it followed established procedures in designing and implementing the system. Because of inaccuracies in the system, various DOE offices are using their own data bases. If this practice continues, the effectiveness of the Procurement Assistance Data System (PADS) will be reduced and redundant procurement information systems will operate in DOE. Presently, PADS will do little more than track active procurement data; it will not handle preprocurement planning data. **Recommendation To Agencies:** The Secretary of Energy should: (1) increase user confidence in PADS by selecting a statistically valid sample of data in the system and tracing it back to procurement source documents and, if the sample shows major inaccuracies in PADS data, further actions should be taken to ensure the accuracy and utility of the system; (2) determine to what extent program and field procurement awarding offices are using informal systems in lieu of PADS and how best such redundancy can be eliminated; and (3) analyze the costs and benefits associated with the various alternatives for providing an advanced procurement planning system, including making it a part of PADS. In addition, the Secretary should require that established procedures for developing major

information systems be followed when DOE develops future information systems.

119608

Contracting for Support Services and Competitive Procurement Practices at the Navy's Pacific Missile Test Center, Point Mugu, CA. PLRD-82-126; B-207859. September 28, 1982. 3 pp. plus 1 enclosure (9 pp.).

Report to Rep. Robert J. Lagomarsino; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Adequate Consideration by the Executive Branch in Deciding Whether To Contract for Needed Goods and Services (1938).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of the Navy; Department of the Navy: Pacific Missile Test Center.

Congressional Relevance: House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Rep. Robert J. Lagomarsino.

Authority: OMB Circular A-76.

Abstract: In response to a congressional request, GAO investigated contracting practices at the Pacific Missile Test Center (PMTC). It was alleged that the Navy had not complied with Office of Management and Budget (OMB) Circular A-76 by failing to make cost comparisons to determine whether performance of functions by contract or by Government employees was more economical. It was further alleged that support service contracts had been awarded without following competitive bid procedures. **Findings/Conclusions:** A data processing service center operation previously performed by Government employees was converted to a contractor operation. Since the center was a new organization, the agency considered this to be a new start not requiring a cost comparison. However, as OMB Circular A-76 defines conversion as a transfer of work, this was a conversion, and the cost comparison should have been made. The agency also neglected to conduct a cost comparison on a planned conversion of additional data processing service center functions. Installation of new range display and target control systems had not involved a conversion to contractor performance; therefore, a cost comparison was not required in this case. Two of the five support service contracts which GAO reviewed had been awarded on the basis of adequate price competition. Two other contracts had been awarded on a sole-source basis that was justified by the facts and circumstances in those cases. One contract awarded on a sole-source basis was questionable, since the agency had not assessed in-house capability to do the work and no effort had been made to identify other qualified sources. Three of the five contracts had been extended beyond the original completion dates. Because of inadequate advance procurement planning, competitive solicitations were not made for follow-on contracts. Therefore, the benefits of price competition were not realized. **Recommendation To Agencies:** The Commander, PMTC, should monitor the new reporting procedure to preclude the necessity of requesting contract extensions to see that it is effectively implemented. The Commander, PMTC, should defer the award of the data processing service center facilities management contract scheduled for October 1, 1982, until the required cost comparison is made in accordance with OMB Circular A-76. In addition, he should monitor the recently promulgated procedure designed to insure compliance with OMB Circular A-76 to see that it is effectively implemented.

119610

Improvements Needed in Providing Security at Overseas Posts. ID-82-61; B-207658. September 30, 1982. 35 pp. plus 9 appendices (15 pp.).

Report to George P. Shultz, Secretary, Department of State; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Management of Foreign Affairs (0614).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: Department of State; International Development Cooperation Agency; International Communication Agency; Drug Enforcement Administration.

Congressional Relevance: House Committee on Foreign Affairs; House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Government Operations: Legislation and National Security Subcommittee; Senate Committee on Foreign Relations; Senate Committee on Appropriations: State, Justice, Commerce, the Judiciary Subcommittee.

Abstract: GAO reported on the Security Enhancement Program's management and administrative functions. The program was initiated by the Department of State to make structural improvements to overseas posts, purchase additional protective equipment, and provide electronic storage and retrieval of classified materials in response to the increasing danger to the lives of U.S. citizens and property overseas. **Findings/Conclusions:** Inadequate planning, coordination, and property management have caused delays in implementing security improvements at overseas posts. State overestimated its ability to complete the projects. After 2 years, only four posts have been completed. GAO has concluded that it will take more than 5 years and \$175 million to fully upgrade 70 posts, and an additional \$125 million will be needed to provide at least some improvements to another 55 posts. Accountability for materials purchased and shipped to posts is a major problem. There is no inventory system for recording purchases and shipments and no centralized way of notifying posts of what enhancement items they will receive and when. There have been extensive delays in getting responses to inquiries concerning the enhancement projects. Most of the posts which GAO visited had problems accounting for equipment received in the past. Two of the posts GAO visited, and 15 of the 38 posts scheduled for security enhancement projects in fiscal year 1982, do not have regional security officers. The Agency for International Development, the United States Information Agency, and the Drug Enforcement Administration disagree with State over planned security improvements and ultimate authority over security for their offices located outside the U.S. embassy or consulate compound. These differences need to be resolved. U.S. officials overseas are glad to receive improved security; however, they do not like the installation delays which they are experiencing. **Recommendation To Agencies:** The Secretary of State should require the Assistant Secretary for Administration to direct efforts to resolve the differences between State and other agencies concerning the needs of the Security Enhancement Program at overseas posts and the ultimate authority over security for the agencies' offices located outside the U.S. Embassy or Consulate. The Secretary of State should require the Chief of Mission or a designee at high-threat posts to have the post security officers and responsible regional security officers devote more of their attention to post security and the Security Enhancement Program. The Secretary of State should require the Chief of Mission or a designee at each post to assign one official to be responsible for receiving, recording, and storing all material received for the Security Enhancement Program, taking inventory all items received, and informing Washington of any discrepancies. The Secretary of State should require the Assistant Secretary for Administration to develop a single inventory and tracking system which would allow program managers to identify all material going

to each post and to use this capability to notify the posts of the specific nature and quantity of material sent and any changes in shipments. The Secretary of State should require the Assistant Secretary for Administration to take action to insure that improvements are made in the planning and coordination of the Security Enhancement Program.

119623

Allegations of Accounting System Improprieties Leading to Undetected Overpayments of Principal and Interest at the Bureau of the Public Debt. AFMD-82-105; B-209251. September 30, 1982. 5 pp.

Report to Rep. Marjorie S. Holt; by Wilbur D. Campbell, Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Accounting Systems Implemented and Operating Consistent With Designs Approved by GAO (2812).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of the Treasury; Bureau of the Public Debt.

Congressional Relevance: Rep. Marjorie S. Holt.

Authority: 31 U.S.C. 66a.

Abstract: GAO reviewed allegations made by a former employee of the Bureau of the Public Debt concerning waste, mismanagement, and fraudulent use of Federal funds within the Bureau. Specifically, the employee alleged that: (1) problems in the accounting and internal control systems are permitting overpayments of public debt principal and interest to remain undetected; (2) information on these problems was withheld in a report to the Office of Management and Budget (OMB) on debt collection efforts; and (3) the interest on some types of public debt securities was not recognized on an accrual basis as required by law. **Findings/Conclusions:** GAO stated that the former employee's allegations of overpayments and their untimely detection related primarily to the Bureau's efforts to process principal and payment transactions for sales of Treasury bills handled by the Bureau rather than by banking institutions. GAO found that the accounting subsystem used was primarily a manual operation. A manual accounting system normally provides opportunities for error, especially when dealing with a high volume of transactions. In this case, the Bureau's subsystem has been handling an extremely high transaction volume in relation to its intended capabilities. GAO also found that, in response to a request from OMB, the Bureau did report on all receivables recorded in its accounts, but it understated receivables resulting from savings bond adjustments. Additionally, the report did not adequately disclose the severity of the Bureau's accounting system inadequacies and internal control weaknesses. Thus, there appears to be some basis for concern about the adequacy of the report on the Bureau's debt collection efforts. Finally, GAO found that, contrary to law, the Bureau was operating some of its interest accounts on a cash basis. GAO concluded that the former employee's allegations deal with some complex accounting system deficiencies that have apparently existed at the Bureau for some time. The Bureau's management has, and is, taking action to correct some of the deficiencies; however, GAO believes that other improvements may be needed to bring about better accountability for public debt transactions.

119625

Major Financial Management Improvements Needed at Department of Energy. OCG-82-1; B-208933. September 15, 1982. Released October 1, 1982. 68 pp. plus 3 appendices (9 pp.).

Report to Rep. A. Toby Moffett, Chairman, House Committee on Government Operations: Environment, Energy and Natural Resources Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811).

Contact: Office of the Comptroller General.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of Energy.

Congressional Relevance: *House* Committee on Government Operations: Environment, Energy and Natural Resources Subcommittee; *House* Committee on Appropriations: Energy and Water Development Subcommittee; *Senate* Committee on Energy and Natural Resources; *Senate* Committee on Appropriations: Energy and Water Development Subcommittee; *Senate* Committee on Appropriations: Interior Subcommittee; *Rep.* A. Toby Moffett.

Authority: Department of Energy Organization Act (P.L. 95-91). Federal Managers' Financial Integrity Act of 1982 (P.L. 97-255). Antideficiency Act (31 U.S.C. 665). Prompt Payment Act (P.L. 97-177). Intergovernmental Cooperation Act of 1968 (42 U.S.C. 4213). OMB Circular A-123. OMB Circular A-73. OMB Circular A-34. OMB Circular A-102. OMB Circular A-110. 7 GAO 17.3. 7 GAO 25.6. 7 GAO 11. 7 GAO 12.2. 2 GAO 12.5. 7 GAO 24.2. DOE Order 1000.3. DOE Order 2300.1. DOE Property Management Reg. 109-60. FIPS Pub. 38. 1 Treasury Fiscal Requirements Manual 6-8030. 31 U.S.C. 200. 31 U.S.C. 66a.

Abstract: GAO was asked to review selected areas of the Department of Energy's (DOE) financial management. Significant problems were found in the areas of internal controls, cash and property management, and contract administration. **Findings/Conclusions:** GAO found that: (1) both the computerized and manual accounting controls need improvement at the headquarters and four field offices reviewed; (2) DOE has not adequately monitored Government funds held by grantees and, contrary to Treasury regulations, large amounts of cash were provided to grantees before need; (3) DOE does not have an effective system for recording, managing, and disposing of Government property held by contractors; and (4) projects for the Strategic Petroleum Reserve project need to be better administered, particularly with regard to audit coverage.

Recommendation To Agencies: The Secretary of Energy should form a task force at the highest level in the organization to address the wide range of internal control weaknesses and financial management problems that have been identified. The Secretary of Energy should require the field office managers to submit periodic statements certifying whether prescribed internal control procedures are being followed and attesting to their effectiveness. The Secretary of Energy should initiate further action with the Office of Management and Budget to obtain approval of needed forms and procedures that would enable the Department to better carry out its cash management responsibilities. The Secretary of Energy should provide more specific instructions to existing and future grantees, informing them precisely of their cash management responsibilities, emphasizing that disbursements are to be made only to meet immediate program needs, and reaffirming that all excess cash or earned interest is to be returned to the Department. The Secretary of Energy should ensure that Department-wide cash management policies and procedures are complied with at all Energy offices administering grants. In this regard, lines of responsibility should be clearly delineated and officials held accountable for adherence to the established procedures. Each Energy office should adopt stronger techniques to follow in monitoring grantee cash balances and in ensuring that timely and accurate financial information is maintained. The Secretary of Energy should clarify existing procedures concerning the accounting treatment of property purchased with Energy operating funds and plant and capital equipment funds to ensure uniform accounting throughout the Department. The Secretary of Energy should undertake a one-time project Department-wide to identify all Government-owned property held by offsite contractors, including contracts that have expired but are not yet closed out. The Secretary of Energy should establish procedures to require that property requirements be listed in indi-

vidual contracts and that procurement offices verify subsequent property purchases against these lists. The Secretary of Energy should establish procedures to require that monthly payment vouchers submitted by contractors itemize all property purchases, categorized by Energy funding and asset type, and that accounting and procurement offices record the information accordingly, regardless of funding. The Secretary of Energy should establish procedures to require periodic reconciliation of procurement and accounting records at each operations office. The Secretary of Energy should establish procedures for the timely disposal of property associated with major Energy facilities, such as pilot plants and demonstrated projects. The Secretary of Energy should ensure that contractors are notified of property disposal procedures at the time of contract award. The Secretary of Energy should require that contractors meet all property reporting requirements within the allotted time. The Secretary of Energy should create, to the extent practicable, dedicated functional support staff for each program Assistant Secretary-level manager. The Secretary of Energy should reconsider earlier recommendations on the issue of functional and program responsibilities, with particular emphasis on giving direct line authority to the headquarters functional offices managers over all their respective field functional office staffs. In exercising this authority, headquarters functional office managers should ensure that the independence of functional offices is maintained in headquarters and in the field so that they can effectively carry out their missions; and that program Assistant Secretary-level managers receive functional support for actions that are considered critical for meeting established goals and objectives. The Secretary of Energy should require more effective coordination with Defense Contract Administrative Service property administrators to assure that all property reviews are communicated to Energy officials. The Secretary of Energy should strengthen the monitoring of contractors' procurement activities and compliance with procurement requirements. The Secretary of Energy should require the Department's Inspector General to periodically report on the audit coverage of SPR activities and actions taken on audit findings. The Secretary of Energy should take more timely and complete action on all appropriate audit recommendations. The Secretary of Energy should determine the status of incurred cost audits, make any necessary improvements to enhance the audit environment, and provide adequate coverage of contractors as agreed with DCAA. The Secretary of Energy should lead a cooperative effort with the Defense Contract Audit Agency (DCAA) Director to resolve the disagreement between the Strategic Petroleum Reserve (SPR) project and DCAA regarding audit recommendation followups.

119633

[Information Resource Management Problems in the Department of Commerce]. CED-82-113; B-208331. September 30, 1982. 8 pp. Report to Rep. John D. Dingell, Chairman, House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: Community and Economic Development Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Commerce; Department of Commerce: Office of Information Resource Management.

Congressional Relevance: *House* Committee on Energy and Commerce: Oversight and Investigations Subcommittee; *House* Committee on Energy and Commerce; *House* Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; *Senate* Committee on Commerce, Science and Transportation; *Senate* Committee on Appropriations: State, Justice, Commerce, the Judiciary Subcommittee; *Rep.* John D. Dingell.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). OMB Bull. 81-21.

Abstract: Pursuant to a House committee request, GAO reported on the management of computer and information resources at the Department of Commerce. The report focused on Commerce's process for selection of computer contractors, the level of technology used in its automated systems, and the quality of internal controls in financial systems. **Findings/Conclusions:** GAO found that Commerce's Office of Information Resource Management (OIRM), which is responsible for the department's overall information resource management, its bureaus, and other subordinate organizations, has been making significant progress toward its goal of paperwork reduction. However, GAO also found that OIRM has not issued, and is not enforcing, departmentwide policies for computer operations, software development, and word processing. GAO believes that OIRM needs to continue developing planning mechanisms initiated during 1982 and to separate oversight and operational responsibilities so that short-range projects do not deflect Commerce from long-range goals and policymaking. **Recommendation To Agencies:** The Secretary of Commerce should direct the Assistant Secretary for Administration, who is the senior official for information resource management, to separate the OIRM information resource management policy and oversight responsibilities from the direct management of computer center and related operations. The Secretary of Commerce should direct the Assistant Secretary for Administration, who is the senior official for information resource management, to require that OIRM develop a management plan and establish priorities which will place policy and oversight functions in proper balance with operational efforts carried on by OIRM. The Secretary of Commerce should direct the Assistant Secretary for Administration, who is the senior official for information resource management, to place greater emphasis on completing an effective departmentwide planning mechanism, including early completion of an automatic data processing planning process.

119636

[Reapproval of the Immigration and Naturalization Service Accounting System Design]. AFMD-82-125; B-157162. October 4, 1982. 1 p.

Report to William French Smith, Attorney General, Department of Justice; by Charles A. Bowsher, Comptroller General.

Contact: Accounting and Financial Management Division.

Organization Concerned: Department of Justice; Immigration and Naturalization Service.

Abstract: In response to an agency request, GAO reviewed the Immigration and Naturalization Service's accounting system design, which had undergone significant changes. GAO looked at the automatic data processing aspects to determine their adequacy as to internal controls, audit trails, data integrity, and consistency with the accounting specifications. **Findings/Conclusions:** GAO reapproved the accounting system design. However, GAO noted that the system should be periodically reviewed to assure that it is operating in accordance with the approved design.

119637

Questions Designed To Aid Managers and Auditors in Assessing the ADP Planning Process. September 30, 1982. 93 pp. by Walter L. Anderson, Senior Associate Director, GAO Accounting and Financial Management Division.

Contact: Accounting and Financial Management Division.

Abstract: This publication cites 58 elements considered essential to good automatic data processing (ADP) planning. Identified from research in the literature and from the results of GAO reviews of

Federal agencies, these essential elements have been amplified into specific criteria which can be used as a reference base for evaluating the management of the ADP planning process. GAO believes that such an assessment can be useful to auditors working in the area. In addition, those responsible for managing ADP resources can use it as a self-evaluation tool. The ADP planning process has been divided into five major subject areas which are: organizational involvement, direction, structure, control, and reporting.

119640

Strong Central Management of Office Automation Will Boost Productivity. AFMD-82-54; B-208482. September 21, 1982. **Released** October 6, 1982. 24 pp. plus 3 appendices (17 pp.).

Report to Sen. Mark O. Hatfield, Chairman, Senate Committee on Appropriations; Sen. William Proxmire, Ranking Minority Member, Senate Committee on Appropriations; by Charles A. Bowsher, Comptroller General.

Issue Area: National Productivity: Productivity for Common Government Functions (2902).

Contact: Accounting and Financial Management Division.

Budget Function: General Government: Legislative Functions (801.0).

Organization Concerned: General Services Administration; Office of Management and Budget; Department of Commerce; Office of Personnel Management; National Aeronautics and Space Administration; Department of Agriculture; Forest Service; Department of Defense; Department of the Navy; Department of Labor.

Congressional Relevance: *House* Committee on Government Operations; *House* Committee on Appropriations: Legislative Subcommittee; *Senate* Committee on Appropriations; *Senate* Committee on Governmental Affairs; *Senate* Committee on Appropriations: Legislative Branch Subcommittee; *Sen.* Mark O. Hatfield; *Sen.* William Proxmire; *Sen.* Jim Sasser; *Sen.* Ted Stevens.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). Automatic Data Processing Equipment Act (P.L. 89-306). Executive Order 12291.

Abstract: In response to a congressional request, GAO reviewed the management of office automation in the Federal Government.

Findings/Conclusions: The four agencies GAO reviewed are not reaping the maximum benefits or productivity gains from office automation because they lack strong central management. The agencies are now encountering the same problems successful private companies have tried to avoid. These problems are likely to grow as these agencies expand their office automation efforts. Strong central management can be achieved by these agencies if they take advantage of the Paperwork Reduction Act's information management requirements. The Office of Management and Budget (OMB), the General Services Administration, and the National Bureau of Standards are responsible for helping agencies obtain the maximum benefit from office automation. However, these agencies have not provided adequate leadership and guidance which has often resulted in the development of office automation systems which duplicate existing systems, are not compatible with other systems, and are not cost effective. **Recommendation To Agencies:** The Secretary of Labor should hold the Directorate of Information Technology accountable for providing strong central leadership of office automation throughout the Department. The Secretary of Agriculture should direct the Chief of the Forest Service designate a central group within the Forest Service with responsibility for coordinating efforts to plan, develop, and implement office automation. The Administrator of the National Aeronautics and Space Administration should establish a central group with responsibility for coordinating efforts to plan, develop, and implement office automation. The Administrator of General Services should establish a forum of agency managers to exchange information and experiences on their past, current, and planned office automation efforts. The Administrator of General Services should issue "how

to" management guidelines for the agencies that provide criteria on planning, developing, managing, and evaluating office automation systems. These guidelines should be periodically reviewed and updated on the basis of new technological developments in office automation. They should also be approved by OMB before being released. The Secretary of Defense should direct the Secretary of the Navy to designate a central group with responsibility for coordinating efforts to plan, develop, and implement office automation.

119641

Demographic and Economic Characteristics of Social Security Retiree Families. HRD-82-131. September 28, 1982. Released October 8, 1982. 45 pp. plus 2 appendices (16 pp.).

Staff Study to Rep. Charles B. Rangel, Chairman, House Committee on Ways and Means: Oversight Subcommittee; by Edward A. Densmore, (for Gregory J. Ahart, Director), GAO Human Resources Division.

Issue Area: Income Security and Social Services: Insuring Proper, Accurate, and Timely Payments With the Benefit Payment Process for Retirees and Survivors (1326).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Department of Health and Human Services; Social Security Administration.

Congressional Relevance: House Committee on Ways and Means: Oversight Subcommittee; Rep. Charles B. Rangel; Rep. Sam M. Gibbons.

Abstract: GAO developed demographic and financial data on newly entitled social security retiree families as a backdrop against which proposals to limit or curtail benefits to the spouses and dependent children of future retirees could be examined. **Findings/Conclusions:** GAO found that a higher percentage of workers are retiring early, at age 62 to 64, now than in the past. In 1965, early retirees accounted for 66 percent of all new awards paid; from 1975 to 1980 that percentage ranged from 87 to 90. In addition, GAO found that age eligibility has replaced poor health as the main reason given for retiring. About 67 percent of the newly entitled beneficiaries surveyed by GAO reported that poor health was not a reason for retiring; 65 percent reported that they applied because they had reached retirement age, 62 or older. The availability of spouse and child benefits did not appear to be a major factor in most retirement decisions.

119643

[Improper Lobbying Activities by the Department of Defense on the Proposed Procurement of the C-5B Aircraft]. AFMD-82-123; B-209049. September 29, 1982. 6 pp. plus 1 appendix (1 p.) plus 1 enclosure (15 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Refer to Testimony, November 30, 1982, Accession Number 120031; and AFMD-82-124, September 29, 1982, Accession Number 119644.

Issue Area: Automatic Data Processing: Non-Line-of-Effort Assignments (0151); Personnel Management and Compensation: Ethical Conduct of the Civilian Employees and Officials of the Federal Government (0332).

Contact: Accounting and Financial Management Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of

the Army; Department of the Air Force; Department of Justice; Boeing Co.; Lockheed Corp.; Defense Contract Audit Agency.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Defense Subcommittee; Senate Committee on the Judiciary; Senate Committee on Appropriations: Defense Subcommittee; Rep. Jack Brooks.

Authority: Department of Defense Appropriation Act, 1982 (P.L. 97-114; 95 Stat. 1565). Supplemental Appropriations Act, 1982 (P.L. 97-257). Antideficiency Act (31 U.S.C. 665). Treasury, Postal Service, and General Government Appropriations Act. 20 Comp. Gen. 488. D.A.R. 15-205.51. 18 U.S.C. 1913.

Abstract: In response to a congressional request, GAO investigated the accuracy of allegations regarding the existence of a Department of Defense (DOD) lobbyist group in favor of the proposed procurement of the C-5B aircraft. Specifically, GAO was asked to determine whether these activities violated statutory prohibitions of lobbying with appropriated funds. **Findings/Conclusions:** GAO found that an extensive and cooperative effort was made by officials of the Air Force, the Office of the Secretary of Defense (OSD), the Lockheed Corporation, and other Defense contractors to influence certain Congressmen's votes on the proposed procurement. This effort was initiated and directed by Defense officials, and they spent appropriated funds and Government resources to sustain their activities. Actions taken by Air Force and OSD officials to influence the Congressmen through the use of contractors were improper and violated the Federal appropriations restrictions which prohibit the use of appropriations for publicity and propaganda purposes designed to influence legislation pending before Congress. Further, DOD may have exceeded the limitation on the funds it can spend on legislative liaison activities contained in the Defense Appropriation Act of 1982. Since the governing statute contains fine and imprisonment provisions, GAO referred the matter of possible violation to the Attorney General. **Recommendation To Congress:** Congress should consider amending the legislative liaison appropriation restriction which limits the amount of funds that Defense and the service departments may spend on these activities. The law should specifically state which costs are subject to this restriction. Congress should enact in permanent legislation a set of guidelines on appropriate actions by agencies, Federal employees, and contractors when carrying out legitimate communication with Congress regarding agency policies, programs, activities, and procurements. Such guidance should specifically preclude cooperative efforts, as exhibited in this case, among Government officials and Federal fund recipients, such as contractors and grantees, for the purpose of influencing members of Congress on legislation being considered by that body. Permanent legislation should lead to agency heads establishing appropriate implementing rules and regulations. **Recommendation To Agencies:** The Secretary of Defense should review any existing guidance relating to actions and behavior of Defense officials when communicating with members of Congress on legislation, procurement proposals, and budget initiatives and revise such guidance in an effort to preclude future incidents such as described in this report. The Secretary of Defense should establish proper accounting and internal controls to prevent violations of the Antideficiency Act (31 U.S.C. 665) from recurring. The Secretary of Defense should conduct an administrative investigation after the end of the fiscal year to determine if a violation of the Antideficiency Act (31 U.S.C. 665) has occurred in the expenditures related to legislative liaison activities and take action as required by the statute if the appropriation restriction has been exceeded. The Secretary of Defense should direct all Defense negotiators to seek contract amendments or provisions which will specifically exclude all lobbying costs in all current as well as future contracts. The Secretary of Defense should take all necessary steps to preclude the charging of any lobbying costs by Lockheed Corporation, the Boeing Company, and their subcontractors, or other firms, to any existing Federal contract. The Defense Contract Audit Agency and Defense plant representatives should be directed to disallow such costs in their audits of overhead accounts.

119644

[Improper Lobbying Activities by the Department of Defense on the Proposed Procurement of the C-5B Aircraft]. AFMD-82-124; B-209049. September 29, 1982. 6 pp. plus 1 appendix (2 pp.) plus 1 enclosure (15 pp.).

Report to Sen. William Proxmire, Ranking Minority Member, Senate Committee on Appropriations; by Charles A. Bowsher, Comptroller General.

Refer to Testimony, November 30, 1982, Accession Number 120031; and AFMD-82-123, September 29, 1982, Accession Number 119643.

Issue Area: Automatic Data Processing: Non-Line-of-Effort Assignments (0151).

Contact: Accounting and Financial Management Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of the Army; Department of the Air Force; Department of Justice; Lockheed Corp.; Boeing Co.; Defense Contract Audit Agency.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Appropriations; Senate Committee on the Judiciary; Senate Committee on Appropriations: Defense Subcommittee; Sen. William Proxmire.

Authority: Department of Defense Appropriation Act, 1982 (P.L. 97-114; 95 Stat. 1565). Antideficiency Act (31 U.S.C. 665). Supplemental Appropriations Act, 1982 (P.L. 97-257). 4 C.F.R. 21. 20 Comp. Gen. 488. D.A.R. 15-205.51. 18 U.S.C. 1913.

Abstract: In response to a congressional request, GAO investigated the accuracy of allegations regarding the existence of a Department of Defense (DOD) lobbyist group in favor of the proposed procurement of the C-5B aircraft. Specifically, GAO was asked to determine whether these activities violated statutory prohibitions of lobbying with appropriated funds. **Findings/Conclusions:** GAO found that an extensive and cooperative effort was made by officials of the Air Force, the Office of the Secretary of Defense (OSD), the Lockheed Corporation, and other Defense contractors to influence certain Congressmen's votes on the proposed procurement. This effort was initiated and directed by Defense officials, and they spent appropriated funds and Government resources to sustain their activities. Actions taken by Air Force and OSD officials to influence the Congressmen through the use of contractors were improper and violated the Federal appropriations restrictions which prohibit the use of appropriations for publicity and propaganda purposes designed to influence legislation pending before Congress. Further, DOD may have exceeded the limitation on the funds it can spend on legislative liaison activities contained in the Defense Appropriation Act of 1982. Since the governing statute contains fine and imprisonment provisions, GAO referred the matter of possible violation to the Attorney General. **Recommendation To Congress:** Congress should enact in permanent legislation a set of guidelines on appropriate actions by agencies, Federal employees, and contractors when carrying out legitimate communication with Congress regarding agency policies, programs, activities, and procurements. Such guidance should specifically preclude cooperative efforts, as exhibited in this case, among Government officials and Federal fund recipients, such as contractors and grantees, for the purpose of influencing members of Congress on legislation being considered by that body. Permanent legislation should lead to agency heads establishing appropriate implementing rules and regulations. Congress should consider amending the legislative liaison appropriation refunds that Defense and the service departments may spend on these activities. The law should specifically state which costs are subject to this restriction. **Recommendation To Agencies:** The Secretary of Defense should review any existing guidance relating to actions and behavior of Defense officials when communicating with members of Congress on legislation, procurement proposals, and budget initiatives and revise such guidance in

an effort to preclude future incidents such as described in this report. The Secretary of Defense should establish proper accounting and internal controls to prevent violations of the Antideficiency Act (31 U.S.C. 665) from recurring. The Secretary of Defense should conduct an administrative investigation after the end of the fiscal year to determine if a violation of the Antideficiency Act (31 U.S.C. 665) has occurred in the expenditures related to legislative liaison activities and take action as required by the statute if the appropriation restriction has been exceeded. The Secretary of Defense should direct all Defense negotiators to seek contract amendments or provisions which will specifically exclude all lobbying costs in all current as well as future contracts. The Secretary of Defense should take all necessary steps to preclude the charging of any lobbying cost by Lockheed Corporation, the Boeing Company, and their subcontractors, or other firms, to any existing Federal contract. The Defense Contract Audit Agency and Defense plant representatives should be directed to disallow such costs in their audits of overhead accounts.

119648

[Air Force Teleprocessing Services Procurement for the COPPER IMPACT System Should Be Reopened]. AFMD-82-112; B-206386. September 30, 1982. Released October 6, 1982. 7 pp. plus 3 enclosures (6 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113).

Contact: Accounting and Financial Management Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of the Air Force; Department of Defense; Boeing Computer Services Co.

Congressional Relevance: House Committee on Government Operations; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Rep. Jack Brooks.

Authority: F.P.R. 1-4.1209.

Abstract: GAO reviewed the Air Force's COPPER IMPACT contract which was awarded to Boeing Computer Services Company in 1982. This report is part of a congressionally requested review of teleprocessing services contracts awarded by Federal agencies. **Findings/Conclusions:** GAO found that teleprocessing services provided by this contract could cost the Government far more than estimated because of the contract's unbalanced pricing structure which allows the cost to increase disproportionately, or the discount to decrease, as the level of use increases. GAO believes that the problem created by unbalanced pricing was compounded by the fact that the Air Force did not use a representative system workload for the benchmarking test and that actual use may exceed expected use. GAO also believes that this contract violates procurement regulation and that contract costs will escalate far beyond Air Force estimates. GAO concluded that the Air Force can obtain more accurate system-life costs and can save the Government money by adjusting its workload estimates and reopening this procurement. **Recommendation To Agencies:** The Secretary of the Air Force should require benchmark and workload estimate revisions, to incorporate potential data base management system use, and reopen the procurement to receive a new, best and final proposal from each of the original, technically qualified vendors. The Secretary of the Air Force should terminate the COPPER IMPACT contract for the convenience of the Government.

119652

[Problems in Implementing the Army's CAPSTONE Program To Provide All Reserve Components With a Wartime Mission]. FPCD-82-59; B-208816. September 22, 1982. 11 pp.

Report to John O. Marsh, Jr., Secretary, Department of the Army; by Clifford I. Gould, Director, GAO Federal Personnel and Compensation Division.

Issue Area: Military Personnel: Improving the Ability of the United States To Accomplish a Timely Responsive Mobilization of Manpower During a National Emergency (4305).

Contact: Federal Personnel and Compensation Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Army.

Congressional Relevance: House Committee on Armed Services: Military Personnel and Compensation Subcommittee; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services: Manpower and Personnel Subcommittee; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: The Army's CAPSTONE Program is designed to align all Army Reserve component units, which include the Army National Guard and Army Reserves, under gaining-commands; these commands will employ Reserve units in wartime and provide detailed information concerning their wartime mission. GAO reviewed the CAPSTONE program to determine whether Reserve components are focusing unit training on their specific wartime mission as it relates to the NATO-Warsaw Pact scenario. **Findings/Conclusions:** GAO found that the U.S. Army Forces Command (FORSCOM) is the coordinating authority for the overall implementation of the CAPSTONE organizational structure. CAPSTONE designates for each unit the wartime chain of command, probable wartime mission, and probable area of employment. Aligning the units with other component units is aimed at improving planning and execution as well as identifying training for wartime requirements. Joint training exercises are performed to foster training improvements and complement CAPSTONE. However, progress in implementing CAPSTONE has been slow, and many units still have not been contracted by their gaining-commands. In addition, some units have not received information that could affect the type of training that is conducted. There is no systematic monitoring for assessing progress in implementing CAPSTONE. FORSCOM does not require that units submit implementation status reports and does not know the extent to which Reserve component units are receiving the required training and planning guidance from gaining-commands. For the program to work, officials responsible for implementing CAPSTONE must, at the very least, know what problems are occurring in the program and must take action when the problems are reported. Headquarters, U.S. Army Europe (USAREUR) officials said that CAPSTONE is the single management tool they have to prepare for a smooth transition to wartime operations. It is believed that it will provide a number of benefits for the Reserve components, including improved training programs. **Recommendation To Agencies:** The Secretary of the Army should: (1) develop and implement a reporting system that will provide information on the implementation status of CAPSTONE; FORSCOM and USAREUR should use this information to identify implementation problems and to correct them; and (2) systematically monitor the overall implementation progress of the program and discuss its status with congressional oversight hearings and appropriations requests.

119693

Survey To Identify Models Used by Executive Agencies in the Policymaking Process. PAD-82-46; B-208781. September 24, 1982. Released October 14, 1982. 5 pp. plus 3 appendices (58 pp.).

Report to Rep. John D. Dingell, Chairman, House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; Rep. Albert Gore, Jr., Chairman, House Committee on

Science and Technology: Investigations and Oversight Subcommittee; by Arthur J. Corazzini, (for Morton A. Myers, Director), GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of Information Sources Inventories and Directories (3410).

Contact: Program Analysis Division.

Budget Function: General Science, Space, and Technology: General Science and Basic Research (251.0).

Congressional Relevance: House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; House Committee on Science and Technology: Investigations and Oversight Subcommittee; Rep. John D. Dingell; Rep. Albert Gore, Jr.

Abstract: In response to a congressional request, GAO processed and analyzed the results of a congressional questionnaire sent to 43 departments, agencies, and other Federal entities to determine the nature and number of major computer models being used by Federal agencies in the policymaking process. **Findings/Conclusions:** Based on the agencies' responses, 357 models were identified. The number of models reported in use range from 1 to 51. Nearly three-quarters of the agencies responding used 10 or fewer models. Over half of these models were used for either forecasting or problem analysis. Agencies reported that 69 percent of the models had first been used less than 5 years ago, 64 percent of all models had undergone a major revision during the past 2 years, and 56 percent had been updated within the 3 months prior to the survey. Developmental costs were under \$100,000 for nearly half of the models and, for some models, developmental costs were not directly incurred by the agencies, but by private firms with charges made on a subscription basis or based on the models' use. About 49 percent of the models were developed within the responding agency, with another 6 percent developed by other Federal agencies. In addition, 30 percent of the models were developed under Government contract. For 68 percent of the models, the yearly operating costs were under \$50,000. Some type of review or evaluation has been made of over 82 percent of the models. The respondents indicated that the documentation could be easily understood and the results used effectively in 35 percent of the cases. In over half of the cases, the data used were obtained from the responding agency; 16 percent obtained their data from Government contract, and 13 percent from other Government agencies. Fewer than 10 percent obtained their data from publications.

119700

IRS Can Do More To Identify Tax Return Processing Problems and Reduce Processing Costs. GGD-83-8; B-202441. October 14, 1982. 24 pp. plus 1 appendix (5 pp.).

Report to Roscoe L. Egger, Jr., Commissioner, Internal Revenue Service; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Tax Administration: Processing Tax Returns and Accounting for Tax Receipts (2754).

Contact: General Government Division.

Budget Function: General Government: Central Fiscal Operations (803.0).

Organization Concerned: Internal Revenue Service; Department of the Treasury.

Abstract: GAO reviewed Internal Revenue Service (IRS) procedures to determine how well it processes individual income tax returns and whether improvements can be made in the tax return processing system. **Findings/Conclusions:** The review showed that IRS can reduce individual income tax return processing costs by gathering and analyzing additional data on return processing problems. The most specific data on return processing errors should provide IRS with the detailed information it needs on the causes of processing problems so that preventive action could be taken. In

fiscal year 1981, IRS processed about 94 million individual returns and identified about 33 million errors on those returns. Although IRS corrects most errors it detects, its present quality-monitoring activities do not produce the detailed data necessary to readily determine systematic and procedural causes of errors so that it can take corrective action. GAO also gathered specific data on the errors, including the cause of error, and where on the tax return the error occurred. GAO believes that these kinds of data are essential for determining the systematic and procedural weaknesses which cause the errors. Through its evaluation of the return processing system, GAO found that IRS could reduce costs by as much as \$1.7 million annually if it made several changes to its return processing operations. **Recommendation To Agencies:** The Commissioner of Internal Revenue should determine the merits of having data transcribers key into the computer the money amounts and line numbers from tax returns. The Commissioner of Internal Revenue should determine the cost effectiveness of providing new direct data entry equipment with the capability to prompt transcribers when they fail to key certain tax data into the computer. If cost effective, ensure entry that the new direct data entry equipment includes this prompting feature. The Commissioner of Internal Revenue should clarify for taxpayers the difference between FICA tax withheld and Federal income tax withheld by changing the wording on the form W-2, clarifying tax booklet instructions, and revising the math error notice message presently sent to taxpayers who mistakenly enter the amount of FICA tax withheld instead of the amount of Federal income tax withheld. The Commissioner of Internal Revenue should require taxpayers who want IRS to compute their tax for them to enter their income tax withholding on their returns. IRS should change its processing procedures so that these returns do not automatically appear on the errors register. The Commissioner of Internal Revenue should change procedures for correcting tax returns with multiple error conditions so that all readily identifiable independent errors can be corrected when they first appear on the error register. The Commissioner of Internal Revenue should have the quality monitoring activity gather more specific data on types of errors made, who made the errors, why the errors occurred, and where the errors occurred. These data should then be analyzed at both the service center and national office levels to determine the corrective action that can be taken to prevent similar future errors.

119702

Improving the Air Force Modification Process Will Benefit Management of Spare Parts in the Air Force and Defense Logistics Agency. PLRD-83-3; B-208959. October 15, 1982. 28 pp. plus 1 appendix (3 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Determination of Wholesale Needs (3811).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Air Force: Air Force Logistics Command; Defense Logistics Agency.

Congressional Relevance: House Committee on Government Operations; House Committee on Appropriations; Senate Committee on Governmental Affairs; Senate Committee on Appropriations; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Appropriations: Defense Subcommittee.

Abstract: Air Force Class IV and V modification programs are performed to correct deficiencies and improve capabilities of existing weapons systems and equipment. GAO reviewed the Air Force's modification coordination process to determine how effectively

items affected by modification programs were managed. **Findings/Conclusions:** GAO found that item managers are not routinely advised of modification programs that reduce or eliminate demand for their items. As a result, managers are spending millions of dollars purchasing and repairing unneeded items. Also Air Force managers are not effectively controlling critical items that could cause hazardous conditions if reinstalled on modified equipment. One of the principal reasons for the Air Force's longstanding problem in coordinating modification programs is the fragmented method by which the Air Force Logistics Command manages them. A number of different Command groups have responsibility for issuing policy on modification coordination, but no single group is responsible for assuring that policies are consistent, complete, and implemented. This practice has brought the Command substantial criticism and has prevented Command-wide corrective actions. GAO also found that, in addition to affecting Air Force-managed items, Air Force modification programs frequently involve removing and replacing items managed by the Defense Logistics Agency (DLA). However, Air Force policies do not require that DLA be notified and Air Force personnel are not doing so. GAO believes that the key to achieving a workable modification coordination process in the Air Force is increased emphasis at a sufficiently high level to insure its success. **Recommendation To Agencies:** The Secretary of Defense should instruct the Secretary of the Air Force to direct the Air Force Logistics Command to give increased Command emphasis to achieving a workable modification coordination process including establishment of a standard modification coordination procedure for all Air Logistics Centers to follow detailing specific responsibilities of center personnel, including responsibility for identifying and controlling consumable embedded items affected by modification programs. The Secretary of Defense should require the Director of DLA to: (1) establish internal procedures for coordinating modification data with DLA item managers; and (2) insure that those procedures provide item managers with information concerning application of items they manage. The Secretary of Defense should instruct the Secretary of the Air Force to direct the Air Force Logistics Command to evaluate the special coding technique devised by the Warner Robins Air Logistics Center and, where appropriate, incorporate it into the Command's standard modification coordination process. The Secretary of Defense should emphasize the need for coordinating modification programs. The military services should be specifically required to routinely and systematically coordinate modification programs with DLA. The Secretary of Defense should instruct the Secretary of the Air Force to direct the Air Force Logistics Command to give increased Command emphasis to achieving a workable modification coordination process including establishment of a quality control procedure that will provide regular feedback to the Command focal point on how effectively the centers are implementing the Command's coordination process.

119703

[Request for Reconsideration]. B-203882.3. October 15, 1982. 3 pp.

Decision re: Amdahl Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Amdahl Corp.: National Aeronautics and Space Administration.

Authority: B-203882.2 (1982). B-200127 (1982).

Abstract: A firm requested reconsideration of a decision which denied the firm's protest for a National Aeronautics and Space

Administration (NASA) solicitation for the acquisition of another firm's computer. GAO noted that, in its request for reconsideration, the protester failed to: (1) demonstrate that the agency did not fulfill its obligation to find alternative sources, and (2) identify alternative sources itself. Further, GAO believed the firm's offer to commit in writing to provide the time-sharing software support was not sufficient to constitute an alternative source. Since the agency's requirement was for an existing, functioning capability to provide support, GAO agreed with the agency's conclusion that the firm's offer of commitment, without evidence of capability, was insufficient. GAO found no error of fact or law in its prior decision as alleged by the protester; accordingly, that decision was affirmed.

119705

[Protest Alleging Unreasonable and Restrictive Solicitation Requirements]. B-206489. October 15, 1982. 6 pp.

Decision re: Romar Consultants, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: National Institutes of Health: National Cancer Institute; Romar Consultants, Inc.

Authority: 56 Comp. Gen. 689. B-193501 (1979). B-198679 (1981). B-203996 (1981). B-204364.2 (1982). B-204136 (1982). B-201642 (1981).

Abstract: A firm protested a request for proposals (RFP) issued by the National Cancer Institute (NCI) for computerized data and literature search services. The firm contended that the RFP contained several provisions which were unreasonable and overly restrictive of competition. NCI amended the RFP in an attempt to satisfy the protester's concerns, but the protester maintained that there remained several material deficiencies which made it impossible to prepare a competitive proposal. NCI declined to further amend the solicitation. GAO held that: (1) the protest is denied where the protester alleges several solicitation requirements are overly restrictive of competition and unreasonable, but the agency establishes that the provisions in question represent its legitimate minimum needs; (2) evaluation factors are unobjectionable where the agency establishes a reasonable link between these factors and the work to be performed under the contract; (3) a solicitation requirement shown by an agency to constitute part of its minimum needs will not be found unreasonable merely because it may necessitate some preaward expenditures by offerors; and (4) a competitive advantage gained by virtue of a firm's incumbency on a similar contract is not an unfair advantage. Accordingly, the protest was denied.

119711

Evaluation of Administrative Procedures at the Synthetic Fuels Corporation. RCED-83-27; B-201400. October 18, 1982. 44 pp. plus 3 appendices (10 pp.).

Report to Edward E. Noble, Chairman, United States Synthetic Fuels Corp.; by F. Kevin Boland, (for J. Dexter Peach, Director), GAO Resources, Community, and Economic Development Division.

Issue Area: Energy: More Cost-Efficient, Effective Management of the Synthetic Fuels Corporation (1675); General Procurement: Adequate Consideration by the Executive Branch in Deciding Whether To Contract for Needed Goods and Services (1938); Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: United States Synthetic Fuels Corp.

Congressional Relevance: *House* Committee on Energy and Commerce; *House* Committee on Appropriations: Energy and Water Development Subcommittee; *Senate* Committee on Appropriations: Department of the Interior and Related Agencies Subcommittee; *Senate* Committee on Energy and Natural Resources.

Authority: Energy Security Act (P.L. 96-294).

Abstract: GAO reviewed the progress of the U.S. Synthetic Fuels Corporation in establishing contracting practices for professional support services as well as its controls over fund withdrawals from the Department of the Treasury and fund disbursement procedures. In addition, the report describes steps taken to establish a corporation salary structure and the activities of the Office of the Inspector General. **Findings/Conclusions:** GAO found that the U.S. Synthetic Fuels Corporation has been criticized for not awarding contracts on a competitive basis and for not maintaining records on contract negotiations. GAO has identified some improvement in the contracting practices but noted that more needs to be done. Because more action is needed to improve documentation and control over corporation contracting practices, GAO believes it is essential that detailed guidelines to implement the corporation's contracting be issued. A GAO review of randomly selected check and cash disbursements indicated that they were made in accordance with interim accounting procedures. The Energy Security Act allows the corporation to establish a salary schedule which may exceed the highest level of the Federal schedules. The Board has established salary levels for all but one senior executive position, that of Chairman. The positions of Inspector General and Deputy Inspector General were not filled until 19 months after the corporation began operations, and a small staff functioned as that office until those positions were filled. **Recommendation To Agencies:** The Chairman of the Synthetic Fuels Corporation should assure that access to assets are permitted only in accordance with management authorization by keeping cash and blank checks in a locked safe in a restricted area. The Chairman of the U.S. Synthetic Fuels Corporation should issue guidelines for implementing the corporation's policy and procedure for administering contractual arrangements to all offices. Such guidelines should include guidance on the roles and responsibilities of the Office of Administration and program offices to ensure that: (1) the need for goods and services in each contract are adequately documented, and (2) if competition is limited by such factors as short response time or unique services needs, written justification is provided for the limitation.

119724

Industrial Policy: Case Studies in the Japanese Experience. ID-83-11; B-209015. October 20, 1982. 2 pp. plus 5 appendices (68 pp.).

Report to Rep. Henry S. Reuss, Chairman, Joint Economic Committee; by Frank C. Conahan, Director, GAO International Division.

Refer to ID-82-32, June 23, 1982, Accession number 118828.

Issue Area: International Affairs: Effectiveness of Government Efforts To Secure a Fairer and More Competitive International Trading System (0623).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151.0).

Organization Concerned: Department of State; Department of Commerce; Department of Defense; Office of the United States Trade Representative; Japan.

Congressional Relevance: *Joint* Economic Committee; *Rep.* Henry S. Reuss.

Abstract: Pursuant to a congressional request, GAO provided case studies of five key Japanese industries, including three high-technology growth industries and two faced with unfavorable world market prospects, specifically computers, robotics, aircraft, shipbuilding, and textiles. This report serves as a companion volume to an earlier report entitled "Industrial Policy: Japan's Flexible

Approach" and details the assistance each industry receives from the Japanese Government. **Findings/Conclusions:** This report noted that Japan's ability to adapt its industrial policies to changing domestic and international circumstances has been a key factor in maintaining its industrial effectiveness. In the postwar period, Japanese economic growth policies included: (1) promoting investment by keeping interest rates low; (2) holding Government spending to a consistent share of national income; (3) channeling resources to industries targeted for growth; (4) aiding the shift of resources from industries with poor market prospects; and (5) providing benefits for workers in depressed industries and regions. GAO identified two elements that have contributed to Japan's industrial success: (1) a communication system which encourages cooperation between segments of the economy; and (2) the Government's policy of supplementing, rather than supplanting, private-sector activities.

119729

Improving Productivity in Copyright Registration. AFMD-83-13; B-208843. October 22, 1982. 14 pp. plus 2 appendices (8 pp.). Report to Rep. Robert W. Kastenmeier, Chairman, House Committee on the Judiciary: Courts, Civil Liberties, and the Administration of Justice Subcommittee; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: National Productivity: Effectiveness of Agencies' Formal Programs for Productivity Improvement (2912).

Contact: Accounting and Financial Management Division.

Budget Function: General Government: Legislative Functions (801.0).

Organization Concerned: Library of Congress; Library of Congress: Copyright Office.

Congressional Relevance: House Committee on the Judiciary: Courts, Civil Liberties, and the Administration of Justice Subcommittee; Rep. Robert W. Kastenmeier.

Authority: P.L. 94-553.

Abstract: In response to a congressional request, GAO examined the productivity of the copyright registration process at the U.S. Copyright Office. **Findings/Conclusions:** During fiscal 1981, the Copyright Office registered about 471,000 copyrights, at a cost of approximately \$14.2 million. GAO learned that the time it takes to register a claim has more than tripled since 1956. GAO believes that copyright registration could be more timely and less costly. In particular, correspondence between the office and the claimant could be streamlined. GAO also noted that recommendations from past reports, which identified opportunities to improve the registration process' productivity, should be reviewed and considered by the office. While GAO found that actions recently taken by the office have improved the climate for change, GAO sees further possibilities for: (1) streamlining the workflow; (2) reducing the handling of correspondence; (3) measuring productivity and performance; (4) increasing the use of automation; (5) improving records management; and (6) studying the impact of low morale. GAO believes that it would be appropriate for Congress to monitor progress regarding the copyright registration process.

119731

[Analysis of Internal Control Systems To Ensure the Accuracy, Completeness, and Timeliness of Federal Procurement Data]. PLRD-82-119; B-205885. September 23, 1982. Released October 25, 1982. 4 pp. plus 1 enclosure (4 pp.).

Report to Rep. Geraldine A. Ferraro, Chairman, House Committee on Post Office and Civil Service: Human Resources Subcommittee; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Personnel Management and Compensation:

Non-Line-of-Effort Assignments (0351); General Procurement: Improved Effectiveness of Procurement Systems in Individual Agencies or Departments (1946).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2); Procurement - Other Than Defense (990.4).

Organization Concerned: Federal Procurement Data Center; Department of Defense.

Congressional Relevance: House Committee on Post Office and Civil Service: Human Resources Subcommittee; Rep. Geraldine A. Ferraro.

Authority: P.L. 93-400.

Abstract: Pursuant to a congressional request, GAO reviewed the system of internal controls each agency participating in the Federal Procurement Data Center (FPDC) uses to assure the accuracy, completeness, and timeliness of the data submitted to FPDC for contract actions over \$10,000. **Findings/Conclusions:** The GAO analysis of 58 of the participating agencies' systems of internal control identified 12 systems which, if properly implemented, would provide reliable data. Several weaknesses were identified in internal control systems that could adversely affect the agencies' ability to provide accurate, complete, and timely data. These weaknesses include a lack of: (1) designated personnel and written guidelines at the agency level for Federal Procurement Data System reporting; (2) established timeframes for error corrections, original submission of data at the agency level, and submissions of data to FPDC; (3) formal review of data against original source documents, edit checks, and error/omission listings; (4) internal audit review of agency FPDC reporting; and (5) procedures designed to detect contract actions over \$10,000 which have not been reported. In addition, many agencies have not adopted or modified their internal systems to conform with FPDC data edits. Thus, inaccuracies which should be corrected at the agency level remain undetected until FPDC identifies them. At FPDC, GAO found a lack of internal controls needed to document FPDC procedures, agreements, and discussions with agency officials regarding timeliness of agency submissions and error corrections to provide corporate knowledge within the center itself. Also, FPDC did not have complete records of agency initial submissions, error corrections, and FPDC test edits. All of these inhibited the FPDC ability to identify data problems and to work with agency officials toward resolution.

119733

Inadequate Internal Controls Affect Quality and Reliability of the Civil Service Retirement System's Annual Report. AFMD-83-3; B-208138. October 22, 1982. 18 pp. plus 5 appendices (31 pp.).

Report to Congress; by Charles A. Bowsler, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Regulatory Accounting Rules and Financial Reporting (998.6).

Organization Concerned: Office of Personnel Management.

Congressional Relevance: House Committee on Post Office and Civil Service: Civil Service Subcommittee; House Committee on Post Office and Civil Service: Compensation and Employee Benefits Subcommittee; Senate Committee on Governmental Affairs: Civil Service and General Services Subcommittee; Congress.

Authority: Employee Retirement Income Security Act of 1974. P.L. 95-595. 31 U.S.C. 68. 5 U.S.C. 8347.

Abstract: GAO reported on the quality and reliability of the financial and actuarial information presented by the Office of Personnel Management (OPM) in its 1980 report on the Civil Service Retirement System. GAO also reviewed the plan's internal control procedures to determine their effectiveness in assuring the reliability of the information used. **Findings/Conclusions:** GAO found that

OPM did not establish adequate internal control procedures to assure reliable data. The inadequacies resulted because OPM did not properly control the design, development, and maintenance of the computer programs used in performing actuarial valuations. OPM also did not establish accounting and review procedures sufficient to prevent inaccurate financial data from being reported. OPM also failed to ensure that the annual report was prepared in complete accordance with reporting guidelines which encompass generally accepted accounting principles and the reporting requirements of statutory law. **Recommendation To Agencies:** The Director of OPM should require the plan administrator to ensure that the enrolled actuary who reviews the actuarial data in the plan's annual report also provide a statement that, to the best of his or her knowledge, the report is complete and accurate. The Director of OPM should require the plan administrator to direct the preparer of the plan's annual report to completely follow OMB instructions which encompass generally accepted accounting principles and the applicable section of the Employee Retirement Income Security Act of 1974. The Director of OPM should require the plan administrator to establish procedures to ensure that complete information on expenditures is available to the plan on a timely basis and that expenses are properly associated with the fiscal year in which they are incurred. The Director of OPM should require the plan administrator to establish procedures to properly account for overpayments of annuities and refunds. The procedures should require subsidiary records that can be accurately maintained and summarized in a reasonable amount of time. The Director of OPM should require the plan administrator to establish review procedures over the computation of accruals to ensure that the methods used meet management's criteria and that the results are reasonable. The Director of OPM should require the plan administrator to implement control procedures over program changes. These procedures should include the requirement that each program change be authorized, documented, independently tested and certified, and implemented through the production program coordinator. Further, the programs should be placed in the production library of the computer system. The Director of OPM should require the plan administrator to have an independent test conducted of the valuation programs to assure their accuracy and completeness and to determine whether design specifications and user needs are being met. The Director of OPM should require the plan administrator to document the actuarial valuation programs using guidance provided by the National Bureau of Standards. Such documentation should include, as a minimum, source program listings, narrative descriptions of the computer programs, program and data base specifications, descriptions of table organization, a users' manual, a program maintenance manual, and the test plan and results.

119743

[*Request for Reconsideration*]. B-205360.2. October 19, 1982. 2 pp.
Decision re: SMS Data Products Group; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: International Business Machines Corp.; SHARE; GUIDE; SMS Data Products Group.

Authority: B-205360 (1982).

Abstract: The counsel for an International Business Machines (IBM) computer users group requested clarification of a previous decision in which GAO sustained a protest against the use of memberships in users groups as a significant evaluation factor. In that decision, GAO held that membership in these organizations may not be used as an evaluation factor absent a clear showing that the benefits of membership outweigh the costs thereof. The counsel contended that a statement in the previous decision was in error because the user groups do not receive software improvements from IBM any earlier than nonmembers, but receive their new

releases of the software at the same time as the general public. GAO recognizes that the users groups normally propose enhancements or identify software problems to IBM which then provides the solutions in the next release of the software made available to all users, both members and nonmembers, at the same time. However, GAO does not consider this to be inconsistent with the statement to which the counsel objects, which is a reference to those instances in which user group members might themselves develop a software fix or enhancement which other members could acquire through informal association but for which nonmembers might have to await release by IBM. The counsel's arguments do not contradict, but confirm, the basis of the prior decision. To the extent that the previous decision may have been unclear, it was clarified and affirmed.

119768

Multiemployer Pension Plan Data Are Inaccurate and Incomplete. HRD-83-7; B-209057. October 25, 1982. 10 pp. plus 2 appendices (8 pp.).

Report to Rep. Daniel Rostenkowski, Chairman, House Committee on Ways and Means; Rep. Carl D. Perkins, Chairman, House Committee on Education and Labor; Sen. Orrin G. Hatch, Chairman, Senate Committee on Labor and Human Resources; Sen. Robert J. Dole, Chairman, Senate Committee on Finance; by Philip A. Bernstein, Director, GAO Human Resources Division. Refer to HRD-82-12, October 19, 1981, Accession Number 118604.

Issue Area: Automatic Data Processing; Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Consumer and Worker Protection; DOL and IRS Efforts To Administer and Enforce ERISA (0919); Tax Administration: Non-Line-of-Effort Assignments (2751).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Department of the Treasury; Department of Labor; Pension Benefit Guaranty Corp.; Internal Revenue Service.

Congressional Relevance: *House Committee on Education and Labor; House Committee on Ways and Means; Senate Committee on Finance; Senate Committee on Labor and Human Resources; Rep. Daniel Rostenkowski; Rep. Carl D. Perkins; Sen. Orrin G. Hatch; Sen. Robert J. Dole.*

Authority: Employee Retirement Income Security Act of 1974. Multiemployer Pension Plan Amendments Act of 1980. Internal Revenue Code (IRC).

Abstract: GAO examined the adequacy of the data reported annually to the Internal Revenue Service (IRS) and the Pension Benefit Guaranty Corporation (PBGC) on multiemployer plans.

Findings/Conclusions: Accurate and complete data are necessary to effectively administer and enforce the Employee Retirement Income Security Act. Neither the IRS nor the PBGC files individually or collectively identify accurately the number of plans or provide accurate information for determining whether those identified are reporting as required. Further, the annual report data contained in the files for a large number of plans were incomplete, reports did not contain a substantial amount of the information necessary, and data were often missing or inaccurate. In a previous report, GAO pointed out that the same conditions generally existed for all types of pension plans. IRS has taken some actions to improve the identification of plans not reporting as required and has restarted its program to obtain reports from plans not filing them. In addition, PBGC has taken some action and planned to do more to improve premium collection. However, both IRS and PBGC need to continue data improvement efforts and need to implement recommendations which GAO made in its earlier report.

119790

[*Protest of Department of Commerce Contract Award*]. B-209226. October 26, 1982. 2 pp.

Decision re: IMR Systems Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Department of Commerce; IMR Systems Corp.

Authority: 4 C.F.R. 21.2(b)(2). 4 C.F.R. 21.2(b)(3). B-208853 (1982).

Abstract: A firm protested the award of a contract for automatic data processing equipment under a request for proposals issued by the Department of Commerce. After bid opening, Commerce advised the protester that its bid was too high for continued negotiation. The protester forwarded to GAO a copy of a mailgram, purported to be a protest which it had previously filed with GAO. However, GAO had no record of receiving the mailgram. GAO stated that bid protest procedures require that protests be filed no later than 10 days after the basis for them is known or should have been known; since neither the protester's original mailgram nor the subsequently filed copy was filed within this time frame, the protest could not be considered timely. Accordingly, the protest was dismissed.

119798

[*SSA Needs To Determine the Cost Effectiveness of Manually Identifying SSI Recipients With Income From Other Federal Sources*]. HRD-82-33. January 8, 1982. 2 pp.

Report to John A. Svahn, Commissioner, Social Security Administration; by Peter J. McGough, Associate Director, GAO Human Resources Division.

Issue Area: Income Security and Social Services: Efficient Administration and Quality of Service of Needs-Based Cash Assistance Programs (1332).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Social Security Administration; Department of Health and Human Services.

Abstract: While developing and testing a multiple correlation matching computer program to detect erroneous payments within and between various Federal programs, GAO observed the Social Security Administration's (SSA) present process for manually matching Supplemental Security Income (SSI) records with payment records of certain other Federal agencies. **Findings/Conclusions:** GAO found that, while SSA has used this manual matching system for nearly 5 years, it has not collected data essential for assessing whether the system is effective. GAO noted that SSA has no information on the disposition of cases referred to district offices. Moreover, the personnel and other costs involved at the district office level in investigating and resolving the cases are unknown, and there is no mechanism in place for obtaining this information. GAO also found that, because SSA does not record the ultimate resolution of cases, it is possible that a single case may go through the process year after year, wasting valuable district office resources. **Recommendation To Agencies:** The Commissioner of SSA should direct that SSA collect data to facilitate a cost-benefit study of the manual identification of SSI recipients with income from other Federal sources

119801

[*DLA's Efforts To Identify and Correct Causes of Delinquent Deliveries*]. PLRD-82-34; B-205920. January 22, 1982. 3 pp.

Report to Vice Adm. E. A. Grinstead, USN, Director, Defense Logistics Agency; by Robert Gilroy, Senior Associate Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Effectiveness of Central Supply Agencies in Providing Quality Products and Services (1923).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Defense Logistics Agency.

Abstract: GAO reviewed the Defense Logistics Agency's (DLA) hardware supply centers' use of the Standard Automated Materiel Management System (SAMMS) in managing procurement deliveries and dealing with delinquencies. **Findings/Conclusions:** Untimely deliveries can increase procurement and other costs and impair the DLA mission in supplying secondary or common use supply items to military users. DLA estimated that monitoring delivery schedules costs nearly \$10 million annually. GAO found that DLA makes extensive use of the SAMMS and obtains a vast amount of delinquency data; however, it uses the data as a surveillance process to resolve delinquencies after the fact. DLA has not fully used the SAMMS as a management tool to identify either the areas with the greatest number of delinquencies or their causes. The SAMMS data are not used consistently by the hardware supply centers, and information essential for evaluating causes of the delinquencies is not included in the system. There was uncertainty at the centers as to how contractors' performance histories ought to be considered in making contract awards. The hardware supply centers do not fully use the SAMMS contract delinquency report, the F-38, to segregate the voluminous amount of delinquency data. By segregating the data, the centers could identify major problem areas and the causes of the delinquencies. DLA could also use the data as the basis for formulating and monitoring compliance with policy and initiating training on how the supply centers should deal with the problem areas. To address GAO concerns, DLA has proposed: (1) issuing a policy letter to the supply centers, instructing them to consider contractors' past delivery histories when making contract awards; and (2) making the delinquency data more useful by revising the F-38 report.

119802

[*Federal Evaluations: A Cumulative Index for FY 73-FY 80*]. PAD-82-10. 1982. 1009 pp.

by Charles A. Bowsher, Comptroller General.

Contact: Program Analysis Division.

Organization Concerned: Government-Wide.

Authority: Congressional Budget and Impoundment Control Act of 1974 (P.L. 93-344).

Abstract: This cumulative index of Federal evaluation studies is presented as part of a continuing effort to provide Congress with improved access to program and management information in the Federal Government. The evaluations were conducted by Federal agencies to determine whether programs and operations are meeting their objectives. This publication is intended to be a reference for use by congress in carrying out its budget and oversight responsibilities.

119803

[*The Army Has Not Effectively Used Vertical Inventory Management Techniques*]. PLRD-83-11. October 28, 1982. 4 pp.

Report to Gen. Donald R. Keith, Commanding General, Department of the Army: Army Materiel Development and Readiness Command; by Richard Helmer, (for Henry Connor, Senior Associate Director), GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Determination of Wholesale

Needs (3811).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Army; Department of the Army: Army Materiel Development and Readiness Command.

Authority: A.R. 710-1.

Abstract: GAO surveyed the military services' vertical inventory management techniques which were designed to improve material readiness and supply responsiveness, and to decrease inventories and administrative costs. **Findings/Conclusions:** GAO found that the Air Force and Navy have implemented vertical management controls over large segments of their inventories, but the Army has done little to implement vertical management. Further, the Army's primary attempt to implement any such controls has been replete with problems and delays. GAO strongly advocates the use of vertical management as a means of improving supply performance, and it believes that the Army should adopt such procedures.

119830

[Protest of Navy's Modification of Contract]. B-207586. October 28, 1982. 10 pp.

Decision re: Cray Research, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Department of the Navy; Cray Research, Inc.

Authority: 50 Comp. Gen. 540. 57 Comp. Gen. 285. 57 Comp. Gen. 567. 60 Comp. Gen. 642. 61 Comp. Gen. 42. Air-A-Plane Corp. v. United States, 408 F.2d 1030 (Ct. Cl. 1969). B-182847 (1975). B-192274 (1978). B-194087 (1979). B-200722.2 (1982). B-207584 (1982).

Abstract: A firm protested the Navy's modification of a contract which had been awarded for a computer system. The protester contended that the modification, which permitted the awardee to substitute a new central processing unit for the one already installed, exceeded the scope of the contract for which the competition was conducted. When the awardee could not pass a postaward benchmark test, it offered alternative remedies to avoid termination of the contract. One of the alternatives was the offer of a new central processing unit at no additional cost to the Government. The Navy accepted the offer by contract modification. However, none of the contract's other terms, conditions, or performance specifications were changed. The protester contended that through this substitution the Navy acquired a significantly upgraded system without competition and that the awardee was, in effect, being rewarded for failure to pass the benchmark test. The protester contended that the Navy's action constituted an unjustified sole-source procurement and argued that the contract itself precluded the substitution in issue. While GAO does not consider protests of contract modifications, it will review an allegation that a modification went beyond a contract's scope and should have been the subject of a new procurement. GAO did not believe that the agency's acceptance of the firm's postaward offer to change the way it will perform to meet its obligation could be considered outside the contract's scope where there was no change in the nature of the obligation of either party to the contract. Since GAO concluded that the Navy's modification of the awardee's contract to accept the substitution was within the scope of the contract, the protest was denied.

119835

[Protest of GSA Contract Award]. B-209090. November 3, 1982. 2 pp.

Decision re: CGA/Allen Software Products Group; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: CGA/Allen Software Products Group; General Services Administration: Automated Data and Telecommunications Service.

Authority: Small Business Act. B-205124 (1982). B-205874 (1982).

Abstract: A firm protested the award of any contract under a solicitation which invited bids for the General Services Administration's (GSA) automated data processing equipment and software supply schedule for fiscal year 1983. The protester stated that it has competed to get its products included on the GSA supply schedules every year since 1977. However, this year GSA erroneously sent the copy of the notice of the solicitation to a company office which does not handle such matters. As a result, the protester responded late to the solicitation, which prompted GSA to reject its bid. The bid rejection was protested on the grounds that GSA was the cause of the late bid and that the bid rejection contradicted the Small Business Act. GAO has held that the failure by an agency to solicit even an incumbent contractor does not require resolicitation where adequate competition resulted in reasonable prices and where there was no deliberate or conscious intent on the part of the procuring agency to preclude a bidder from competing. The protester neither alleged nor showed that reasonable competition was not received and that GSA deliberately or consciously intended to preclude it from the competition. Accordingly, the protest was denied.

119852

Breakdown in Service at Chicago Passport Agency. ID-83-8; B-209606. November 5, 1982. 7 pp. plus 1 appendix (1 p.).

Report to Rep. Frank Annunzio; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Management of Foreign Affairs (0614).

Contact: International Division.

Budget Function: International Affairs (150.0).

Organization Concerned: Department of State: Office of Passport Services.

Congressional Relevance: Rep. Frank Annunzio.

Abstract: Pursuant to a congressional request, GAO reviewed the breakdown in service at the State Department's Chicago Regional Passport Agency. **Findings/Conclusions:** GAO found that the breakdown in service was caused by a combination of factors, two of which were that the newly installed computerized Travel Document Issuance System (TDIS) had not performed at the planned production capacity and management had not addressed Chicago's problems in a timely manner. In addition, GAO found that there are problems with Chicago's cash accounting practices, which do not provide an adequate audit trail from which to reconcile accounting discrepancies. The modifications which have been made to the TDIS have corrected some problems. However, GAO concluded that the system's productivity remains a serious issue since the passport busy season has passed.

119864

[Proposed Amendments to Parts 1-1 and 1-4 of Federal Procurement Regulations]. B-208489. October 27, 1982. 3 pp.

Letter to Philip G. Read, Director, General Services Administration: Office of Acquisition Policy: Federal Procurement Regulations Directorate; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: General Services Administration: Office of Acquisition Policy: Federal Procurement Regulations Directorate.

Authority: Automatic Data Processing Equipment Act (40 U.S.C. 759). F.P.R. 1-4.11. F.P.R. 1-4.1102-1(a). F.P.R. 1-4.1102-1(b)(3). F.P.R. 1-4.1104. F.P.R. 1-4.1107-1. F.P.R.

1-4.1109.24(c). B-205360 (1982).

Abstract: Comments were requested on proposed amendments to Federal Procurement Regulations concerning the procurement of automatic data processing equipment (ADPE). GAO believes that the language of the regulation should be changed to more clearly differentiate ADPE from office automation equipment. GAO also believes that the description of mini and micro computers is too broad in the proposed legislation. In addition, GAO believes that requirements for agencies to submit copies of ADPE solicitation documents, contracts, and contract modifications to the General Services Administration (GSA) should not be deleted from the regulations, since such a deletion would diminish GSA ability to perform its oversight responsibility effectively. GAO also recommended that the legislation be revised to restrict the use of membership in any type of ADPE supplier's user group as an evaluation factor in an ADPE solicitation. The regulation should also be revised to contain at least a reference to a simplified, alternate documentation procedure contained in an attachment to a temporary regulation.

119884

Logistics Support Analysis: Progress Has Been Made but More Emphasis Is Needed. PLRD-83-10; B-209637. November 10, 1982. 8 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Procurement of Major Systems: Effective Planning for Testing and Evaluation of Acquisitions (3013); Logistics Management: Adequacy of Integrated Logistics Support Planning To Meet Complex Weapons Systems' Goals (3812).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense.

Authority: DOD Directive 5000.39.

Abstract: GAO reviewed Department of Defense (DOD) efforts to improve implementation of the Logistics Support Analysis (LSA) process used in acquiring military weapon systems. **Findings/Conclusions:** DOD and the services have placed increased emphasis on implementing the LSA process and have instituted a number of actions to improve the use of the concept. However, GAO identified a number of areas where further improvements to current implementation efforts could be made. Actions to correct problems, such as eliminating duplicate data requirements in contracts and establishing data reporting systems, have progressed slowly. The services have been slow in developing data reporting systems that will provide weapon system developers with the information necessary to do LSA during the early phases of system acquisition. The ineffective and inconsistent use of the LSA process can often be attributed to the lack of qualified personnel who are trained to develop and administer LSA programs. The development and presentation of LSA training courses have been delayed and limited. Technical support groups formed to help program offices apply LSA have been generally understaffed, and LSA funding continues to be a low priority. GAO concluded that, because of insufficient management attention in these areas, opportunities to reduce support costs are being missed. **Recommendation To Agencies:** The Secretary of Defense should require the service secretaries to closely monitor service efforts to improve the LSA process and to provide periodic reports on progress achieved and problems encountered. Specific areas needing attention include duplicate data requirements in contracts, data reporting systems, training, technical support groups, and funding.

119899

Protest of Decision To Perform Services In-House. B-208952.

November 10, 1982. 2 pp.

Decision re: Electronic Processing, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Electronic Processing, Inc.; Administrative Office of the United States Courts.

Authority: B-194505 (1979). B-207259 (1982).

Abstract: A firm protested the decision of the Administrative Office of the U.S. Courts to establish its own in-house automated bankruptcy noticing system. The protester had been awarded a contract to develop and conduct a test program for a notice system. The agency found the program to be a success, but found the protester's system to be far more expensive than anticipated. Consequently, it determined that about a million dollars could be saved annually if the work were performed in-house. The protester argued that the agency's calculations were inaccurate and that the protester's costs would go down dramatically if it were given the opportunity to run a full-scale program. A decision to perform work in-house rather than to contract out is an agency decision, not to be resolved by GAO unless a competitive solicitation has been issued for the purpose of ascertaining the cost of contracting and it is alleged that the cost comparison between performing the work in-house and contracting out is faulty and misleading. Since the agency did not issue a solicitation, GAO found that its decision to perform the work in-house was a policy matter. Accordingly, the protest was dismissed.

119908

Approval of the Design for the Terminally Operated Personnel/Payroll System. AFMD-83-16; B-209793. November 10, 1982. 1 p.

Report to Samuel R. Pierce, Jr., Secretary, Department of Housing and Urban Development; by Charles A. Bowsher, Comptroller General.

Contact: Accounting and Financial Management Division.

Organization Concerned: Department of Housing and Urban Development.

Authority: Accounting and Auditing Act.

Abstract: GAO evaluated the automatic data processing aspects of the Terminally Operated Personnel/Payroll System submitted for approval by the Department of Housing and Urban Development (HUD). **Findings/Conclusions:** GAO found that the system conformed in all material respects with the approved accounting and payroll principles and standards of HUD. In evaluating the system design, GAO looked at the automatic data processing to determine its adequacy regarding internal controls, audit trails, data integrity, and consistency with the accounting specifications. GAO concluded that to maintain the approved status of the system, planned changes should be discussed with its representatives and, if deemed significant, formally submitted for approval.

119915

Protest of Amendment of RFP. B-207466. November 15, 1982. 5 pp.

Decision re: International Computaprint Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of Commerce; International Computaprint Corp.

Authority: B-206959.2 (1982). B-203781.2 (1982). B-198876 (1980). B-202531 (1981).

Abstract: A firm protested the action of the Department of Commerce in amending a request for proposals (RFP) for the preparation of patent data on computer magnetic tape for a data base and related requirements of the Patent and Trademark Office. The RFP stated that offerors may be required to complete a pilot patent production demonstration (PPPD) and a benchmark test and to

demonstrate the technical capability needed to produce the required tapes. The amendment to which the protester objected increased the time allowed for the production of the tapes under the PPPD, and the protester, the incumbent, asserted that this was inconsistent with portions of the RFP that emphasized the importance of timeliness of performance and made a meaningful PPPD impossible. GAO held that: (1) the agency properly determined to relax testing requirements where the incumbent was the only awardee during the 12-year procurement history of the requirement and prior procurements have resulted in minimal competition and frequent protests which resulted in GAO decisions requiring the agency to attempt to increase the feasibility of effective competition; and (2) the agency's determination to increase the number of days in the test period for the production of demonstration computer tapes was reasonable in view of the agency goal of fostering competition and determination that any test was necessarily of limited scope and that a relaxed timeframe provided only a speculative risk of the possibility of inaccurate or unrepresentative test results, which was outweighed by the possible benefits of increased competition. Accordingly, the protest was denied.

119935

[Protest of Alleged Specification Improprieties]. B-207745. November 16, 1982. 4 pp.
Decision re: Julie Research Laboratories, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Julie Research Laboratories, Inc.; Department of the Army: Army Missile Command.

Authority: 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.2(c). 52 Comp. Gen. 357. 56 Comp. Gen. 172. B-187958 (1978). B-191206 (1978). B-185339 (1976). B-196424 (1979). B-180460 (1974). B-191074 (1978).

Abstract: A firm protested the award of any contract under an Army Missile Command request for proposals (RFP) that contemplated a two-step procurement for the acquisition of fixed-site automated meter calibration systems. In the first RFP and in the Commerce Business Daily notice, all potential contractors were notified that contractors not awarded a contract under the first RFP would not be considered for award under the follow-on hardware RFP. The protester stated that it would not participate in the procurement. Contracts were subsequently awarded to firms that had responded to both RFP's. Essentially, the protester alleged specification improprieties in the first RFP. GAO held that: (1) a protest against alleged specification improprieties in first-step solicitation of a two-step procurement must be filed prior to the closing date for receipt of first-step proposals, and a protest filed more than 4 months after the closing date is untimely; (2) an issue considered in previous decisions is not a significant issue within the meaning of bid protest procedures, which permit consideration of untimely protests when a significant issue is raised; and (3) a mere speculation that the protester might have gone out of business if it had filed a protest on the basis that the contracting agency might have discontinued discussions on another contract was a matter of business judgment, not a supervening circumstance under the good cause exception to bid protest procedures permitting consideration of an untimely protest. Accordingly, the protest was dismissed.

119957

[Comments on Proposed Changes to DAR Cost Principles and Internal Procedures]. B-208536. November 8, 1982. 2 pp.
Letter to James T. Brannan, Director, Department of Defense: Defense Acquisition Regulatory Council; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Department of Defense: Defense Acquisition Regulatory Council.

Authority: D.A.R. 15-205.48. D.A.R. 15-205.48(e)(2). D.A.R. 4-1107. D.A.R. 4-1107.5(a)(1). D.A.R. 3-1100. D.A.R. 4-1104.13.

Abstract: Comments were presented on proposed changes to Defense Acquisition Regulation cost principles and internal procedures related to contractor-owned or leased automatic data processing equipment (ADPE). Further, comments were also presented on the consolidation of certain ADPE acquisition regulations. GAO agreed with the changes, qualifying its approval with suggestions to conduct an extensive cost analysis of the benefits of using ADPE.

119967

[Protest of Rejection of Proposal]. B-208975. November 22, 1982. 2 pp.

Decision re: Datacrown, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Datacrown, Inc.; National Park Service.

Authority: 4 C.F.R. 21.2(b)(2). B-201291 (1981).

Abstract: A firm protested the rejection of its proposal for teleprocessing services as technically unacceptable without negotiations by the National Park Service (NPS). GAO received the firm's protest more than 10 working days after the firm was informed by NPS of the rejection of its proposal and the specific bases for the rejection. GAO held that, when the bases for rejection of the proposal were evident prior to the debriefing, the protester must file its protest with GAO within 10 working days of receipt of notice. Therefore, the protest was untimely filed and was dismissed.

119974

Duplicative Federal Computer-Mapping Programs: A Growing Problem. RCED-83-19; B-209466. November 22, 1982. 19 pp. plus 11 appendices (31 pp.).

Report to Sen. John W. Warner, Jr., Chairman, Senate Committee on Energy and Natural Resources: Energy and Mineral Resources Subcommittee; by Charles A. Bowsler, Comptroller General.

Issue Area: Land Use Planning and Control: Effectiveness of Land Use Planning on a National, Regional, and Local Basis (2312).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Natural Resources and Environment: Conservation and Land Management (302.0).

Organization Concerned: Office of Management and Budget; Department of the Interior.

Congressional Relevance: Senate Committee on Energy and Natural Resources: Energy and Mineral Resources Subcommittee; Sen. John W. Warner, Jr.

Authority: OMB Circular A-16.

Abstract: Federal agencies have begun to use the computer to prepare maps but, because their techniques have not been adopted in a coordinated manner, duplication has developed and opportunities for savings have been lost. GAO reported on the need for action to prevent further duplicative computer-mapping activities.

Findings/Conclusions: Duplicative computer-mapping activities have developed because the U.S. Geological Survey (USGS), the principal civilian mapping agency, has not had enough funds to keep pace with other Federal agencies' demands for computerized versions of USGS products. Several agencies continue to use different formats, codes, and standards to obtain their mapping information; however, if this continues, USGS will have to reconstruct its work when it carries out plans to computerize these same maps. Program officials at several agencies claim that the lack of a central data base is the principal reason they began their own

computer-mapping programs. Concern over the duplication problem has led to a number of actions, including: (1) the formation of an interagency committee to improve coordination and establish uniform standards for Federal computer mapping; (2) proposed legislation which would establish a revolving fund to finance a national computer-mapping data base; and (3) a proposed Office of Management and Budget (OMB) circular designed to encourage interagency coordination and administration of mapping activities. **Recommendation To Agencies:** The Secretary of the Interior should direct USGS to accelerate its production of computerized maps which are most needed by Federal agencies. The accelerated production should help to establish a data base available for Government-wide use and reduce duplicative single-purpose computerizing. The Director of OMB should issue a circular or other directive requiring interagency coordination and preventing the establishment of duplicative computer-mapping programs. The directive should create a rulemaking body to establish uniform standards for Federal computer mapping so that agencies can exchange data and the needs of map users can be met at reasonable cost.

119981

Benchmarking: Costly and Difficult, but Often Necessary When Buying Computer Equipment or Services. AFMD-83-5; B-208077. October 22, 1982. Released November 22, 1982. 30 pp. plus 3 appendices (14 pp.).

Report to Rep. Jamie L. Whitten, Chairman, House Committee on Appropriations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Changing ADPE Acquisition Regulations To Meet the Objectives of the Brooks Act (0112).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: General Services Administration; Department of Education; Department of Commerce.

Congressional Relevance: House Committee on Appropriations; House Committee on Government Operations; House Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Rep. Jamie L. Whitten.

Authority: Automatic Data Processing Equipment Act (P.L. 89-306). F.P.R. 1-4.1209-3(b)3. F.P.R. 1-4.1109-21.

Abstract: Pursuant to a congressional request, GAO assessed the costs of benchmarking in automatic data processing procurement to determine whether benchmarking is necessary and cost effective and what alternatives there are to the benchmark process. **Findings/Conclusions:** GAO found that benchmarking is the most common evaluation technique used in the selection of computer equipment and services by the Federal Government, because it is the only technique that can reliably compare the performance of different computers, which is also generally acceptable to the vendor community. GAO believes that for compatible acquisitions the Federal Government can adopt the private-sector practice of limited use of benchmarking. GAO found that, if agencies can improve benchmarking practices, the cost and time burden on the vendor could be greatly reduced. However, for fully competitive procurements of computer equipment with a projected system life contract value of less than around \$2 million, GAO believes that benchmarking should be discouraged because of its high costs. **Recommendation To Agencies:** The Administrator of General Services should revise the Federal Procurement Regulations (FPR 1-4.1109-22) so that benchmarking is discouraged for computer equipment procurements with a projected system life contract value of less than \$2 million. The Administrator of General Services should develop criteria that will help Federal agencies determine: (1) when it is appropriate to benchmark; (2) if benchmarking

is needed, what approach is most appropriate; and (3) if benchmarking is not needed, what alternative should be used.

119991

Defense Department's Management of Property Leased to Foreign Governments Is Still Inadequate. ID-83-6; B-202833. November 23, 1982. 9 pp. plus 2 appendices (8 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Frank C. Conahan, Director, GAO International Division.

Refer to ID-81-36, April 27, 1981, Accession Number 115049.

Issue Area: International Affairs: U.S. Security Agreements and Commitments (0610).

Contact: International Division.

Budget Function: International Affairs: Military Assistance (152.0).

Organization Concerned: Department of Defense; Defense Security Assistance Agency.

Authority: Foreign Assistance Act of 1961. Arms Export Control Act. P.L. 97-113. 10 U.S.C. 2667.

Abstract: GAO reviewed leases of defense property to foreign governments, in conjunction with a 1981 report, to determine whether the leases complied with the provisions of the Arms Export Control Act (AECA). **Findings/Conclusions:** GAO found that the financial management and monitoring of leased property is inadequate and that congressional notification requirements are not being fully met. As a result, Congress is not being provided information needed for effective oversight and thousands of dollars in lease costs are not being recovered. In addition, GAO found that there is little monitoring of the use of leased property and, in some instances, the property has not been returned at the expiration of a lease. **Recommendation To Agencies:** The Secretary of Defense should require that DSAA work with the military departments, military advisory groups, the State Department, U.S. Embassies overseas, and Congress to resolve the problem of unreturned property. The Secretary of Defense should require that DSAA amend the Military Assistance and Sales Manual to require that all ship leases be made under the authority of chapter 6. The Secretary of Defense should require that DSAA ensure that control, management, accountability, and overall oversight for all leases to foreign governments is established, whether they were implemented under the authority of 10 U.S.C. 2667, separate legislation, or under chapter 6 of the AECA. The Secretary of Defense should require that DSAA instruct the military advisory groups to perform periodic reviews of lessee country use of leased property and report the review results to DSAA at least annually. The Secretary of Defense should require that DSAA instruct SAAC to add all packaging, crating, handling, and transportation costs to the amounts due to all current leases during the next billing cycle. Costs which have not been reported should be obtained by DSAA and reported to SAAC. The Secretary of Defense should require that DSAA review all current leases to ensure that appropriate rents have been collected and credited to the Treasury Miscellaneous Receipts Account. The Secretary of Defense should require that rent payment schedules conform to the automated quarterly billing cycle used by SAAC and packaging, crating, and handling. The Secretary of Defense should require that transportation cost estimates be provided to DSAA and billed at the beginning of the lease. The Secretary of Defense should require that the Security Assistance Accounting Center (SAAC) program the automated accounting system used to process leases to ensure that rent payments are credited to the proper Treasury account, to provide for easy identification of all leases, and to automatically generate data for periodic financial reports on leases to DSAA. The Secretary of Defense should require that the Defense Security Assistance Agency (DSAA) ensure that lease notification documents sent to Congress contain all the information required by chapter 6. The Secretary of Defense should require action to be taken to resolve the deficiencies found in leasing procedures.

119998

[Protest of Any NIOSH Contract Award Under RFP]. B-207149.2. November 29, 1982. 7 pp.

Decision re: Science Information Services, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Science Information Services, Inc.; Department of Health and Human Services: National Institute for Occupational Safety and Health.

Authority: 60 Comp. Gen. 642. B-200313 (1981). B-191996 (1978). B-197858 (1980). B-206523 (1982).

Abstract: A firm protested the award of any contract under a request for proposals (RFP) issued by the National Institute for Occupational Safety and Health (NIOSH) for a computerized research file. The protester contended that NIOSH: (1) unfairly refused to disclose to it certain background information which had been made available to other firms through prior dealings; (2) should have either canceled the RFP and resolicited or given all offerors an opportunity to upgrade their proposals, because the acceptance period for all offers had expired before NIOSH initiated discussions with competitive offerors; and (3) unreasonably penalized it for being a new company. Although the protester argued that the background information would have allowed it to improve its offer, NIOSH stated that the information pertained to past performance and it would not disclose such information to prevent parroting of previously used methodology. GAO held that: (1) since the protester did not allege that the NIOSH refusal put it at a competitive disadvantage, no requirement existed to force NIOSH to disclose the requested information; (2) since NIOSH had determined the protester's proposal to be technically unacceptable, the protester was not prejudiced by the discussions because it was no longer in the range of competitive offerors; and (3) a contracting agency has considerable discretion in determining the merits of technical proposals, and an evaluation will not be disturbed unless the protester shows that it was unreasonable and in violation of procurement statutes. The protester here failed to make such a showing. Regarding the protester's allegation that the evaluation panel was biased against it, such an inference or supposition will not be considered unless supported by evidence. Accordingly, the protest was denied.

120003

[Request for Reconsideration]. B-209226.2. November 29, 1982. 4 pp.

Decision re: IMR Systems Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of Commerce; IMR Systems Corp.

Authority: 4 C.F.R. 21.2. 4 C.F.R. 21.2(c). 52 Comp. Gen. 20. B-191424 (1978). B-191744 (1978). B-199748.2 (1980). B-202819.2 (1981). B-208853 (1982). B-209266 (1982).

Abstract: A firm requested reconsideration of a decision which dismissed as untimely a protest concerning an agency's rejection of the firm's bid for an automated lithograph system. The firm's protest had been dismissed as untimely by GAO because it was received more than 10 working days after the protester was advised by telephone that its price was too high for continued negotiations. In its request for reconsideration, the protester: (1) argued that the adverse agency action relayed to it by telephone was never confirmed by written notice; (2) objected to GAO computing the time for filing a protest from the date of the telephone call without obtaining a documented report on the matter; (3) argued that its initial protest to GAO would have been timely except for a delivery delay by Western Union which should make the protest valid under the good cause exception to bid protest procedures; and (4) alleged

that it was unfairly treated by the agency because other bidders were allowed to revise their proposals. GAO does not request documented reports on untimely bid protests, since no useful purpose would be served by doing so. If the protester wished to protest on the basis of its bid rejection by telephone, it did not have the option of waiting for written confirmation. Western Union's failure to properly transmit the protest telegram to GAO did not constitute a good cause exception to bid protest procedures; an agent's error is legally attributable to its principal. GAO refused the protester's request for a conference on the matter of unfair treatment because it felt that no useful purpose would be served by such a conference. Accordingly, the prior dismissal of the protest was affirmed.

120008

[Approval of the Design of the National Park Service Accounting System]. AFMD-83-18. November 22, 1982. 2 pp.

Report to James G. Watt, Secretary, Department of the Interior; by Charles A. Bowsher, Comptroller General.

Contact: Accounting and Financial Management Division.

Organization Concerned: National Park Service; Department of the Interior.

Abstract: GAO reviewed the design for the National Park Service accounting system. In conducting the evaluation, GAO reviewed the automatic data processing design of the system primarily to determine its adequacy as to internal controls, audit trails, data integrity, and consistency with the accounting specifications. **Findings/Conclusions:** GAO approved the design of the accounting system as being in conformity in all material respects with the approved accounting principles and standards of the Department of the Interior. GAO suggested that any planned changes should be discussed with GAO. Following implementation, the system should be periodically reviewed to assure that it is operating as designed.

120030

Verifying Eligibility for Military Health Care: Some Progress Has Been Made, but Reliability Problems Remain. HRD-83-1; B-209666. December 1, 1982. 21 pp. plus 2 appendices (22 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Philip A. Bernstein, Director, GAO Human Resources Division.

Issue Area: Health Programs: Effectiveness of Government Efforts To Reduce Fraud and Abuse in Health Care Programs (1220).

Contact: Human Resources Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Army; Department of the Air Force; Department of the Navy.

Abstract: GAO reviewed the Defense Enrollment Eligibility Reporting System (DEERS) to determine whether it would improve the eligibility determination process and provide accurate data on beneficiaries for use in military health resource planning. The DEERS was initiated specifically to accumulate accurate and timely data on all active duty and retired military sponsors, survivors, and dependents relating to their eligibility for health care benefits. This report discusses the problems experienced in the DEERS under the Uniformed Services Health Care System. **Findings/Conclusions:** GAO learned that the DEERS will have an estimated beneficiary population of 11.5 million when the system is completed in 1985. When fully implemented, the estimated cost of this computer-based system is about \$33 million, with an annual operating cost of \$6 million. In its review GAO noted that the system contains many errors, which cause inaccurate replies to users' eligibility queries, and result in a lack of confidence in the system's

reliability. Although the Department of Defense has made progress, needed improvements include: (1) obtaining more complete and accurate beneficiary enrollment data; (2) entering more accurately beneficiary information into the system; and (3) prompt reporting of beneficiary changes to the system. **Recommendation To Agencies:** The Secretary of Defense should direct the DEERS Steering Group to establish standards on how quickly status changes must be updated in the DEERS and the degree of accuracy that the system must achieve in order for it to be considered effective. These standards should be used in assessing the system's overall reliability and cost effectiveness. The Secretary of Defense should direct the services to require that sponsors comply with DEERS update procedures when processing dependent status changes in finance or emergency records. The Secretary of Defense should direct the services to develop programs to educate sponsors on the need for reporting changes in dependent status when they occur. The Secretary of Defense should direct the DEERS Steering Group to delay enrollment of dependents outside the United States until the enrollment problems discussed in the chapter are resolved. The Secretary of Defense should direct the DEERS Steering Group to develop a comprehensive quality assurance program for assessing, on a systematic basis, the quality of DEERS information and the actions needed to improve it. The Secretary of Defense should direct the DEERS Steering Group to monitor the DEERS Support Office efforts to promptly investigate and resolve erroneous information identified by system users. The Secretary of Defense should direct the military services to more closely review the enrollment documents submitted to DEERS to assure their legibility and accuracy. The Secretary of Defense should direct the military services to aggressively research the eligibility of dependents whose sponsor cannot be found in the DEERS. The Secretary of Defense should direct the military services to implement and monitor the application of more stringent verification procedures when determining the eligibility of children age 21 and over. The Secretary of Defense should direct the military services to emphasize the implementation of procedures for identifying and enrolling dependents who have not been entered in the DEERS. The Secretary of Defense should direct the military services to improve the accuracy and completeness of sponsor information submitted to the DEERS.

120077

Actions Underway To Reduce Delinquencies in the Health Professions and Nursing Student Loan Programs. AFMD-83-7; B-207362. December 1, 1982. Released December 8, 1982. 29 pp. plus 7 appendices (8 pp.).

Report to Sen. Charles H. Percy, Chairman, Senate Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Systems To Insure That Amounts Owed the Federal Government Are Fully and Promptly Collected (2803).

Contact: Accounting and Financial Management Division.

Budget Function: Health: Education and Training of Health Care Work Force (553.0).

Organization Concerned: Department of Health and Human Services.

Congressional Relevance: Senate Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; Sen. Charles H. Percy.

Authority: Antideficiency Act (31 U.S.C. 1341). Budget and Accounting Procedures Act of 1950 (31 U.S.C. 3511). P.L. 88-129. P.L. 88-581. P.L. 95-623. 31 U.S.C. 3512.

Abstract: In response to a congressional request, GAO analyzed the problem of loan payment delinquency in the Health Professions

and Nursing Student Loan Programs. **Findings/Conclusions:** According to the latest data available, more than 28 percent of borrowers in the programs were delinquent in payments by 90 days or more. More than \$34 million was delinquent on loans with principal amounts totaling \$77 million. The 23 participating schools which GAO reviewed generally placed too little emphasis on billing and collection. Promissory notes were not properly controlled, interviews were not always conducted with borrowers before they left school, borrowers were not properly billed, and followup action on delinquent debts was not adequate. GAO found that many delinquent borrowers were able to pay but did not. In addition, participating institutions accumulated Federal funds in excess of their immediate needs. Despite a law which requires that any interest earned from invested program funds be returned to the programs, only one school returned all interest earnings to the appropriate program and two schools returned part of the earnings. Inadequate monitoring and dependence on the schools to manage the programs for the Department of Health and Human Services (HHS) are primary reasons for debt collection problems at the schools. GAO also found that the interest rates on the loans provided little incentive for borrowers to repay their loans promptly. HHS accounting records do not accurately show the financial status of the loan programs, nor do they record interest earned on student loans. In addition, HHS has written off only \$40,000 in loans as uncollectable since the inception of the programs even though some loans have been delinquent for many years. **Recommendation To Congress:** Congress should amend authorizing legislation for the Health Professions and Nursing Student Loan Programs to authorize the assessment of additional late payment charges on delinquent loans. **Recommendation To Agencies:** The Secretary of Health and Human Services should periodically assess participating schools' financial management of the Health Professions and Nursing Student Loan Programs, using reported delinquency rates as criteria for selecting schools. As a minimum, to establish adherence to due diligence requirements in billing and collecting outstanding loans, HHS must see that schools: (1) execute and safeguard promissory notes; (2) conduct and document exit interviews; (3) bill all borrowers and follow up on delinquent loans; (4) use collection agencies, credit bureaus, and litigation to the fullest extent; (5) improve accounting systems' recordkeeping practices; and (6) develop written procedures and provide sufficient personnel for the collection of outstanding loans. The Secretary of Health and Human Services should establish and enforce delinquency rate standards, not allowing institutions that fail to meet these standards to receive additional program funds or to reloan collected funds. The Secretary of Health and Human Services should direct that schools' annual operating reports be reviewed. The Secretary of Health and Human Services should identify and review uncollectable loans and permit writeoff only when a school has complied with due diligence requirements and, if these requirements have not been complied with, recover from the school the Federal share of the uncollectable loan. The Secretary of Health and Human Services should enforce required biennial audits of the Health Professions Student Loan Program and encourage the schools to provide for periodic audits of the Nursing Student Loan Program. The Secretary of Health and Human Services should ensure that program funds are awarded on the basis of need. The Secretary of Health and Human Services should direct that awards be closed expeditiously. The Secretary of Health and Human Services should determine the amount of excess cash held by the schools and require such amounts to be returned to the Federal Government. The Secretary of Health and Human Services should direct that Federal funds be invested in interest-bearing accounts and that earned interest be returned to the programs. The Secretary of Health and Human Services should ascertain the amount of interest previously earned on Government money and require participating schools to return these amounts to the programs. The Secretary of Health and Human Services should record the Government's portion of canceled loans in the HHS accounting system. The Secretary of Health and Human Services

should determine the Government's portion of canceled loans in the HHS accounting system. The Secretary of Health and Human Services should determine and record the Government's portion of interest earned on loans. The Secretary of Health and Human Services should adjust the accounting records to accurately reflect the amount of program funds transferred to the scholarship funds and vice versa. The Secretary of Health and Human Services should establish an allowance for those loans that will be canceled or considered uncollectable in the future. The Secretary of Health and Human Services should record as a liability to the Government the amount owed to schools for loans that have been canceled.

120086

[Protest of Sole-Source Navy Delivery Order]. B-209779. December 9, 1982. 2 pp.

Decision re: CRA, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: CRA, Inc.; Department of the Navy; Honeywell Information Systems, Inc.

Authority: 4 C.F.R. 21.2(b)(2). 4 C.F.R. 21.2(b)(3). B-207604 (1982).

Abstract: A firm protested the Navy's issuance of a delivery order for the rental and maintenance of computer equipment on a sole-source basis to another firm, contending that the Navy awarded the order before the time period specified in the notice for receipt of other offers had expired. The protester responded to this advertised notice with an offer to supply comparable equipment, but the Navy issued the order as advertised before the expiration of the specified time period. After it learned of this action, the firm filed its protest with GAO. However, since GAO did not receive the protester's letter within 10 working days after the basis for the protest was known, the protest was considered untimely. Accordingly, the protest was dismissed.

120096

[Internal Financial Controls in Federal Agencies' Accounting Systems]. December 13, 1982. 8 pp.

Testimony before the Senate Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; by Charles A. Bowsler, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Office of Management and Budget; Department of the Treasury; Department of Agriculture: National Finance Center.

Congressional Relevance: Senate Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee.

Authority: Federal Managers' Financial Integrity Act of 1982.

Abstract: GAO participated in congressional oversight committee hearings on the need to improve internal control systems in the Federal Government. With increasing costs of Government operations and the national debt over \$1 trillion, the public has a right to be concerned about the efficiency of Government operations. GAO stated that Federal officials can restore the public's confidence in Government operations by improving financial management systems, including budgeting, accounting, and internal controls. Many agencies' internal control systems are not the result of systematic planning. They are the product of many program and administrative changes made over the years, and GAO audit efforts have disclosed numerous instances where agencies are operating internal control systems susceptible to fraud, waste and abuse. A major problem GAO frequently finds is that Federal agencies are operating outdated, poorly designed accounting systems. While GAO generally supports agency efforts to consolidate

accounting operations because they lower costs, it noted that it is important that such systems have strong internal financial controls. The Federal Government is a long way from having agencies operate effective internal controls. However, the Financial Integrity Act is an important step in putting the Federal Government's financial management house in order. One GAO responsibility under the act is the publication of internal control standards to guide agencies in establishing and maintaining good systems, and the inspector general community will have a very important role under this new legislation.

120099

[Followup on GAO Recommendations at the Department of the Interior]. RCED-83-56; B-207703. December 9, 1982. 4 pp.

Report to J. Robinson West, Assistant Secretary--Policy, Budget and Administration, Department of the Interior; by F. Kevin Board, Senior Associate Director, GAO Resources, Community, and Economic Development Division.

Issue Area: Internal Auditing Systems: Audit and Investigative Coverage to Federal Programs and Operations Provided by Inspector General Offices and Federal Internal Audit Organizations (0207); Energy: Non-Line-of-Effort Assignments (1651).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Natural Resources and Environment: Other Natural Resources (306.0).

Organization Concerned: Department of the Interior.

Authority: Legislative Reorganization Act of 1970 (31 U.S.C. 720; 84 Stat. 1171). Supplemental Appropriations and Rescission Act, 1980 (P.L. 96-304; 94 Stat. 928). OMB Circular A-50. OMB Circular A-73.

Abstract: GAO examined problems the Department of Interior has with followup on recommendations made in GAO reports. **Findings/Conclusions:** GAO found that: (1) Interior's accountability for GAO reports is split between three offices; (2) although audit followup has been generally emphasized in departmental memorandums, the lack of specific direction has caused each bureau or agency to develop different and in some cases ad hoc followup procedures for GAO reports; (3) the required responses to final reports are usually late and are not specific in terms of planned actions, and followup letters on the completed action are not sent; (4) audit resolution efforts within Interior responding to P.L. 96-304 have not addressed reports pending within the agency as of July 1980; and (5) Interior's trial tracking system for audit resolution does not call for submission of a report to the Office of Management and Budget after completion of planned action, and the system's allowance for followup on overdue actions precludes a timely response.

120133

[Computer Matching To Detect Error, Waste, and Fraud in Government Programs]. December 16, 1982. 16 pp. plus 1 appendix (2 pp.).

Testimony before the Senate Committee on Governmental Affairs: Oversight of Government Management Subcommittee; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Contact: Accounting and Financial Management Division.

Congressional Relevance: Senate Committee on Governmental Affairs: Oversight of Government Management Subcommittee.

Authority: Privacy Act of 1974. Internal Revenue Code (IRC). Tax Reform Act of 1976. Food Stamp Act of 1977.

Abstract: GAO testified before a congressional subcommittee on the use of computer matching as a means of detecting and preventing error, waste, and fraud in Government programs. Computer

matching is a technique in which selected data within computer files are compared to identify certain conditions. Because the computer provides the capability of matching large numbers of records at high speed, computer matching is a systematic and efficient means of conducting a screening and matching of records to identify possible erroneous payments. GAO experiences with computer matching have shown that the benefits generally far outweigh the cost of a match. However, incompatibilities in ways data are represented in computer files of different agency systems, coupled with inaccurate and unreliable data, can cause major operational problems. Proposed matches should be planned, properly justified, and periodically evaluated in terms of costs and benefits; and the performance of a match should be considered on a case-by-case basis. GAO believes that computer matching can be a very cost-effective tool for detecting error and fraud in Government entitlement programs and for identifying actions needed to strengthen program controls. Because computer matching is a relatively low-cost method of identifying and reducing erroneous payments, GAO endorses its use with the understanding that the rights of individual citizens will be protected as required by the Privacy Act and the Tax Reform Act, and that due-process provisions for reducing or eliminating payments are followed. GAO has also recommended some legislative changes to the Tax Reform Act to facilitate computer matching in needs-based benefit programs.

120134

Improvements Needed in Financial Management of GSA's Teleprocessing Services Program. AFMD-83-8; B-205329. December 9, 1982. 32 pp. plus 4 appendices (26 pp.).
Report to Gerald P. Carmen, Administrator, General Services Administration; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: General Services Administration; Department of Commerce; Department of the Interior; Department of Labor; Department of Transportation; Veterans Administration; Department of Defense; Department of Agriculture.

Authority: Federal Managers' Financial Integrity Act of 1982. Paperwork Reduction Act of 1980 (P.L. 96-511). Automatic Data Processing Equipment Act (P.L. 89-306). Antideficiency Act (31 U.S.C. 665). F.P.R. 1-4.12. OMB Circular A-123. GSA Order DTS 2100.1. 7 GAO 24.2.

Abstract: GAO reported on the financial management of the General Services Administration's (GSA) Teleprocessing Services Program and considered: (1) how well GSA administers the single billing method used under the schedule contracts; (2) what impact the single billing method has on the Automated Data Processing (ADP) Revolving Fund; and (3) how well user agencies conduct financial accounting, verification, and certification of invoices for teleprocessing services. **Findings/Conclusions:** GAO found that GSA has not achieved all of its single billing method objectives because it lacks enough staff to review the voluminous monthly invoices it receives for teleprocessing services. As a result, many invoice discrepancies are missed in prepayment reviews and contractors often have interest-free use of Federal funds until the discrepancies are detected in postaudit and the credits for the erroneous payments are received. GAO found that the lag time between GSA payment of contractor invoices and rebilling the user agencies puts the ADP Fund in a reduced cash position for an extended period of time, adversely affecting other programs supported by the fund. In addition, user agencies frequently are late in reimbursing the fund, further straining its cash balances. GAO has helped GSA collect over \$4.5 million in delinquent accounts. Unlike most Government procurements which require agency

verification of receipt of goods and services before contractor payment, under these multiple award schedule contracts payment is made before verification. However, the required postpayment verification has been less than adequate. GAO found that many teleprocessing services users have not established internal control procedures for verifying invoices as required by regulations. GSA is aware of this problem, but has done little to address it. **Recommendation To Agencies:** The Administrator of General Services should issue detailed instructions on the most effective means of verifying Teleprocessing Services Program invoices. The Administrator of General Services should initiate action to lessen the lag time in rebilling agencies for teleprocessing services and impose penalties for noncompliance with the Teleprocessing Services Program multiple award schedule contract terms. The Administrator of General Services should develop an alternative, cost effective method, such as an automated system, that would support the single billing workload.

120144

Improvements Needed in the SSI Oral Inquiry Process. February 6, 1979. Released November 17, 1982. 5 pp.

Report to Stanford G. Ross, Commissioner, Social Security Administration; by Michael Zimmerman, Assistant Director, GAO Human Resources Division.

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Social Security Administration.

Authority: 20 C.F.R. 416.336.

Abstract: In April 1978, the Social Security Administration implemented a proposed regulation which affords persons making an oral inquiry about their possible eligibility for Supplemental Security Income (SSI) benefits the same protection as a person making a written inquiry; that is, an opportunity to have their benefits computed from the date of inquiry provided they are found eligible after filing an application. Previously, SSI benefits were computed from the date the formal application was filed, regardless of the date of oral inquiry. **Findings/Conclusions:** In order to remove the redundancy of processing, provide better protection of a claimant's filing date, and provide a method for detecting claimants who falsify eligibility information, the oral and written inquiry process should be incorporated into the existing SSI computerized system. This can be accomplished by eliminating the new oral inquiry questionnaire and using the formal application entering the information obtained into the SSI computerized system, allowing the SSI computerized system to issue the written notice of denial, and developing an automated methodology for field offices to obtain information on oral or written inquiries and any prior reasons for denial. **Recommendation To Agencies:** The documentation involved in handling and processing oral and written inquiries should be incorporated into the SSI computerized system, and the use of the oral inquiry questionnaire and manually prepared denial notices should be discontinued.

120155

Data Processing Costs Can Be Reduced at Army and Air Force Exchange Service. AFMD-83-17; B-202494. December 21, 1982. 35 pp. plus 2 appendices (12 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Personnel Management and Compensation: Personnel Support Activities (0324).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Army; Department of Defense: Army and Air Force Exchange Service.

Congressional Relevance: Congress.

Authority: General Accounting Office Act of 1974.

Abstract: As part of a continuing effort to assess the effectiveness of data processing management in agencies that rely heavily on computer resources to accomplish their missions, GAO suggested ways to improve data processing management at the Army and Air Force Exchange Service and to avoid excessive computer support costs. **Findings/Conclusions:** GAO found that the Exchange Service could have saved up to \$4.5 million on two recent computer purchases and that the Exchange Service has not followed Department of Defense (DOD) policies calling for maximum practical competition and adequately defined needs in computer acquisition. Moreover, project management problems have caused substantial cost and schedule overruns and costly delays in providing needed computer software support to data processing users. Exchange Service procedures for acquiring automatic data processing (ADP) equipment encourage sole-source procurements, which have been the rule at the Exchange Service for years. The four major purchases of computers since 1978 were made noncompetitively, and in its review GAO found that the two largest sole-source procurements were not adequately justified. Exchange Service personnel did not prepare adequate studies to document their computer needs which resulted in the purchase of excess computer capacity. Exchange Service software development projects were consistently late and over budget because the projects were not adequately planned and managed. Similar procurement and management control weaknesses have delayed a multimillion-dollar effort to install a nationwide point-of-sale system. **Recommendation To Agencies:** The Secretary of Defense should direct the Exchange Service and its Board of Directors to defer pending procurement efforts for the point-of-sale project and validate the point-of-sale concept by thoroughly documenting the costs and benefits of the Exchange Service's present point-of-sale system. If such a study supports proceeding further with the point-of-sale project, the Exchange Service should first consider using existing equipment and excess computer capacity for the life of that equipment before developing more sophisticated and costly follow-on systems. The Secretary of Defense should direct the Commander of the Exchange Service to revise Exchange Service planning guidelines to comply with Federal Information Processing Standards and accepted practices in private industry. The Secretary of Defense should direct the Commander of the Exchange Service to establish a system for accounting and charging the costs of system development and operations to major users. The Secretary of Defense should direct the Commander of the Exchange Service to assume an active role in project management to ensure that projects either proceed according to cost and time estimates and meet objectives or are resubmitted to the Master Planning Board for revalidation. The Secretary of Defense should direct the Exchange Service Board of Directors to approve and monitor all software development projects or major modifications that are essential to the Exchange Service mission or involve significant costs. The Secretary of Defense should direct the Exchange Service and its Board of Directors to comply with DOD policies governing the management of data processing resources. The Secretary of Defense should direct the Exchange Service Board of Directors to review and approve, as necessary, all major ADP procurements to ensure that DOD procurement policies are followed. The Secretary of Defense should direct the Exchange Service and its Board of Directors to comply with DOD policies governing competitive acquisition and proper definition of computer requirements.

120179

Improved Productivity Can Reduce the Cost of Administering Veterans

120

Benefit Programs. AFMD-83-12; B-208080. December 22, 1982. 9 pp. plus 6 appendices (27 pp.).

Report to Robert P. Nimmo, Administrator of Veterans Affairs, Veterans Administration; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: National Productivity: Productivity for Common Government Functions (2902).

Contact: Accounting and Financial Management Division.

Budget Function: Veterans Benefits and Services: Other Veterans Benefits and Services (705.0).

Organization Concerned: Veterans Administration.

Abstract: GAO reviewed the processing of claims for Veterans Administration (VA) compensation, pension, education, and death claims to identify alternative operating methods that could result in higher productivity and lower costs. **Findings/Conclusions:** GAO found that employee experience levels and education, local unemployment, wage scales, the percentage of employees new to their jobs, and other factors were not significantly related to the differences in claims processing productivity between stations. Several field stations that had low performance in claims processing had reasonably good performance in guarantee operations, which indicates that VA probably should not assume that VA should expect the productivity of all field stations to be within a reasonably close range and that this goal can be achieved by staffing lower performance stations in the same manner as other stations. If VA management changes its approach to staffing decisions, substantial savings can be attained by eliminating overstaffing at the stations with lower claims processing performance. The amount of overstaffing can be determined by using the VA productivity measures, which indicate the relative efficiency of processing claims. GAO found that idle time was more common at some stations with low productivity and that there were minor procedural variations at these stations, which added time to claims processing and absorbed some of the excess staffing. GAO was unable to find a significant statistical relationship between quality of work and productivity levels. **Recommendation To Agencies:** The Administrator of Veterans Affairs should require the chief benefits director to change the management decision to provide extra staff at certain stations, and thereby reduce staffing at low performance stations. The Administrator of Veterans Affairs should require the chief benefits director to establish a continuing program to help all stations to improve their productivity, with particular emphasis on low performance stations.

120180

[Agency Administrative Systems Need Attention]. FPCD-83-15; B-208668. December 22, 1982. 8 pp. plus 1 enclosure (4 pp.).

Report to Donald J. Devine, Director, Office of Personnel Management; by Clifford I. Gould, Director, GAO Federal Personnel and Compensation Division.

Issue Area: Personnel Management and Compensation: Impact of Changes in Labor Management and Programs Designed To Improve Employer/Employee Relationships on Government Performance (0331).

Contact: Federal Personnel and Compensation Division.

Budget Function: General Government: Executive Direction and Management (802.0).

Organization Concerned: Office of Personnel Management.

Authority: 5 C.F.R. 771.

Abstract: GAO reviewed administrative grievance systems at selected Federal agencies. **Findings/Conclusions:** GAO found shortcomings which lessen the effectiveness of the grievance procedures, including: (1) untimely processing of grievances by agencies, and (2) lack of a formal systematic method to determine how well the systems operate. Although the departments and agencies have established time limits to provide orderly processing and timely

resolution of grievances, they are not meeting the deadlines. Taking more than the allowed time to settle grievances decreases confidence in the system and detracts from its credibility. Two departments have implemented grievance mechanisms which may help reduce the time it takes to process a grievance. The departments and agencies generally do not have a basis for judging the effectiveness of their administrative systems. Some have begun to collect information to evaluate their systems, but none has an overview of the systems' effectiveness. GAO believes that, to evaluate their systems, departments and agencies should collect information, such as: (1) the types of grievances; (2) where grievances occur; (3) how and at what level in the process grievances are resolved; (4) the time it takes to process and resolve grievances; and (5) causes of delays in processing grievances. **Recommendation To Agencies:** The Director, OPM, should assess the advantages and disadvantages of the procedures being used by the Departments of Health and Human Services and the Navy to improve timeliness and give the results to other Federal departments and agencies for comparison with their procedures' advantages and disadvantages. The Director, OPM, should direct departments and agencies to collect information essential to a monitoring and evaluation program and evaluate the effectiveness of their administrative grievance systems. The Director, Office of Personnel Management (OPM), should emphasize to departments and agencies the importance of establishing and meeting credible time limits and correcting problems that cause these time limits to be exceeded.

120182

[Concerns With NHTSA's Data Collection Systems--NASS and FARS]. April 17, 1979. Released December 3, 1982. 6 pp. Report to Joan Claybrook, Administrator, National Highway Traffic Safety Administration; by Hugh J. Wessinger, Associate Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Budget Function: Transportation: Ground Transportation (401.0).

Organization Concerned: National Highway Traffic Safety Administration; Kinetic Research, Inc.

Abstract: The National Accident Sampling System (NASS) accumulates detailed, national statistics on motor vehicle accidents to create a base for evaluating safety standards and designing countermeasures. The Fatal Accident Reporting System (FARS) collects information on highway fatalities as a guide for highway safety decisionmaking. The National Highway Traffic Safety Administration (NHTSA) uses or has plans to use both of these systems to support its decisions. **Findings/Conclusions:** NASS is a pilot program which was designed with little State and local input, even though cooperation with and from these areas is of paramount importance. The continuous sampling format currently used by NASS is limited to police-reported towaway accidents, and thus is not representative of all highway accidents. Quarterly dissemination of NASS statistics is needed so that potential highway safety problem areas can be predicted and countermeasures effectively implemented. A FARS report of fatal accidents issued for 1977 contained such high rates of responses in the unknown category that it was of little value for evaluation purposes. Despite reported assurances by NHTSA, FARS data access has been cumbersome and expensive. Annual reports covering fatalities for 1975 through 1977 were not issued until at least ten months after each reporting year had ended. The recent implementation of a computerized on-line data entry system and an ongoing evaluation effort for FARS should alleviate many of these problems. **Recommendation To Agencies:** The potential problem areas in NASS must be addressed by NHTSA during the pilot period. The agency should continually encourage States and other interested parties to use FARS, apprising them of FARS benefits, as well as its limitations, through the development of training seminars and information packages.

120217

Results of VA's Medical Care Cost Comparison Studies Are Not Valid. HRD-83-17; B-208926. November 24, 1982. Released December 27, 1982. 17 pp. plus 1 appendix (34 pp.).

Report to Sen. Alan Cranston, Ranking Minority Member, Senate Committee on Veterans' Affairs; by Philip A. Bernstein, Director, GAO Human Resources Division.

Issue Area: Health Programs: Reducing Federal Direct Health Care Costs by More Prudent Medical and Administrative Techniques and Technologies (1234); Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811).

Contact: Human Resources Division.

Budget Function: Health: Health Care Services (551.0).

Organization Concerned: Veterans Administration.

Congressional Relevance: Senate Committee on Veterans' Affairs; Sen. Alan Cranston.

Abstract: In response to a congressional request, GAO evaluated the methodology which the Veterans Administration (VA) used in its medical care cost comparison study and discussed its usefulness as a valid, accurate indicator of VA versus community hospital costs. **Findings/Conclusions:** VA did not attempt to estimate how community hospitals' costs would change if a decision were made to treat in these hospitals all veterans in need of acute care, nor were the impacts on residual VA health programs assessed. VA and community hospitals differ both in the patient population served and the health services provided. GAO found that the VA study compares the costs of dissimilar services provided to dissimilar patient populations. GAO also questioned the appropriateness of some of the assumptions and adjustments made by VA when hospital systems cost data were not readily available. In addition, GAO identified errors in VA calculations. The total medical and surgical care costs reported for the VA hospitals in Portland and Vancouver were reasonably accurate. However, GAO could not verify the accuracy of the medical and surgical per diem rates that VA developed for those hospitals. Finally, the factors VA used to distribute costs to various medical activities had not been updated to reflect current conditions, and limited information was available to assess their reasonableness. **Recommendation To Agencies:** The VA Administrator should not use the results of the 1982 VA and community hospital cost comparisons to assert that VA can provide medical care to the veteran population less expensively than community hospitals.

120218

Greater Emphasis on Information Resource Management Is Needed at the Federal Aviation Administration. RCED-83-60; B-206887. November 24, 1982. Released December 23, 1982. 21 pp. plus 2 appendices (41 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Transportation Systems and Policies: Non-Line-of-Effort Assignments (2451); Information Management: Application of Information Technology for More Efficient and Economical Collection, Maintenance and Dissemination of Information (4221).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Transportation; Federal Aviation Administration.

Congressional Relevance: House Committee on Government Operations; Rep. Jack Brooks.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). Air Commerce Act. Civil Aeronautics Act of 1938. Aviation Act. Executive Order 12003. H. Rept. 97-137. FAA Order 1370.52A.

Abstract: In response to a congressional request, GAO reviewed Federal Aviation Administration (FAA) planning, management, acquisition and use of automatic data processing (ADP) for personnel, financial management, accident/incident/violation reporting and other administrative functions. **Findings/Conclusions:** FAA has taken steps to improve its ADP procedures and guidelines for initiating and approving national hardware and software development projects. However, despite these improvements, GAO found a number of management and technical problems remaining in these FAA information-related functions. Despite the growing complexity and size of FAA computer hardware and software acquisitions, FAA has not made a comprehensive analysis of its overall information requirements. FAA is procuring excessive computer hardware capacity at the Aeronautical Computer Center and at its regional offices. In addition, major software projects are proceeding or are being developed without appropriate management controls. These conditions prevail because ADP management control and oversight are dispersed throughout the agency. Information requirements planning is conducted on a project-by-project basis. FAA does not conduct overall planning to meet agencywide needs. Therefore, overlapping or duplicative systems have not been identified, long-term planning has been impeded, and evaluation of the overall effectiveness of existing information systems has been hampered. Furthermore, information requirements analyses are not adequately conducted to support computer acquisitions. GAO found that, at the secretarial level, the Department of Transportation could provide better guidance on acquiring, managing, operating, and using information resources to its subunits, including FAA. **Recommendation To Agencies:** The Secretary of Transportation should direct the Assistant Secretary for Administration to develop a departmentwide computer capacity and workload management program. The Secretary of Transportation should direct FAA to implement standard cost collection and control procedures for software projects and establish a control mechanism to trigger management reviews of high-cost variances. The Secretary of Transportation should direct FAA to require user organizations to prepare a thorough analysis of requirements, feasible alternatives, and cost-benefits as a basis for approving software development projects. The Secretary of Transportation should direct FAA to shift software management responsibilities from the Information Systems Review Committee to a central office of the type recommended by GAO. The Secretary of Transportation should direct FAA to strengthen and integrate its management structure for information resources by placing responsibility for information resource management under the control of a single, high-level official and by creating clear lines of authority to any other official to whom aspects of information management are delegated. The Secretary of Transportation should direct FAA to implement a comprehensive planning process for information resources, including ADP. This process should provide a mechanism to: (1) define information requirements on an agencywide basis; and (2) establish objectives, strategies, and priorities for these requirements.

Such a mechanism is of primary importance for the management of information to hold organizations accountable for their information determinations and to properly price information products. Mismanagement of information resources creates excessive and unnecessary costs whereas improved information management could save significant amounts of money in the elimination of duplicate collection of information and reduction of costs of failure to use current technology to solve information storage and retrieval problems.

120278

Accounting for Information Costs Essential to Effective Management. December 1982. 3 pp.
by Morey J. Chick, Manager, Computer Technology, GAO Accounting and Financial Management Division.
This article appeared in "Information and Records Management," Vol. 16, No. 12, December 1982, pp. 14-16.

Contact: Accounting and Financial Management Division.

Authority: Paperwork Reduction Act of 1980.

Abstract: A GAO manager reported on the need to establish some mechanism or methodology for determining information costs.

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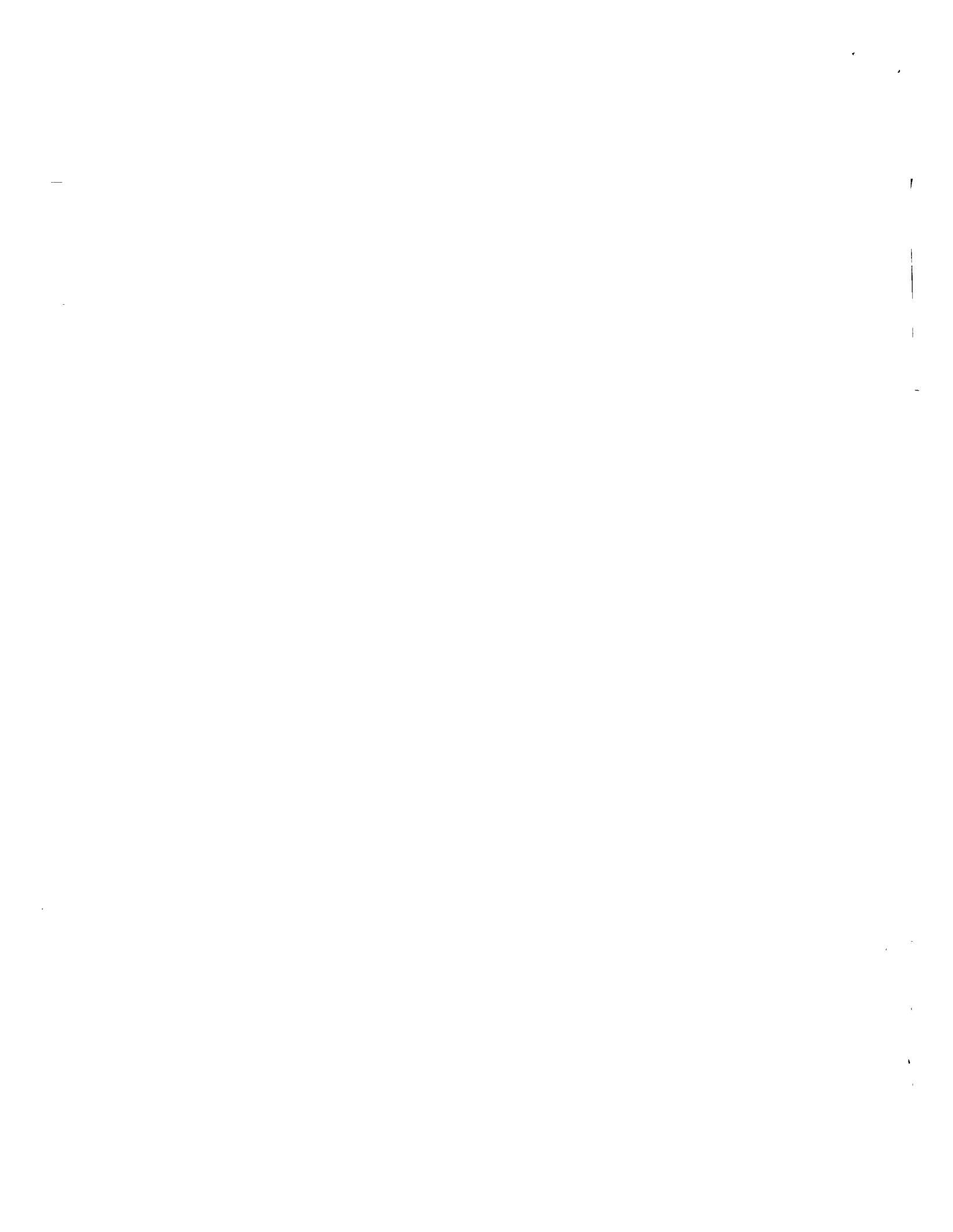
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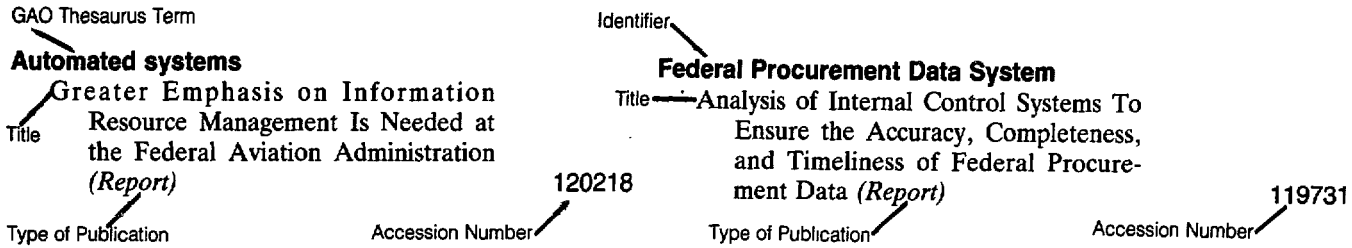
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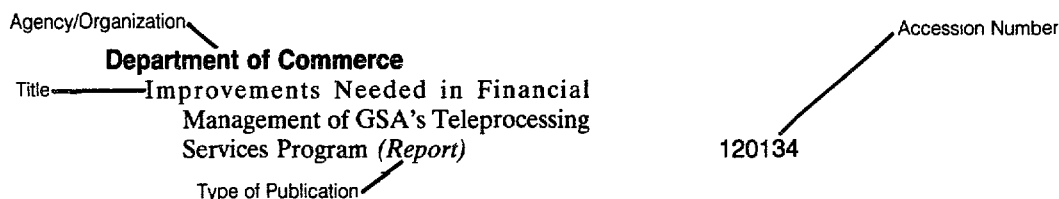
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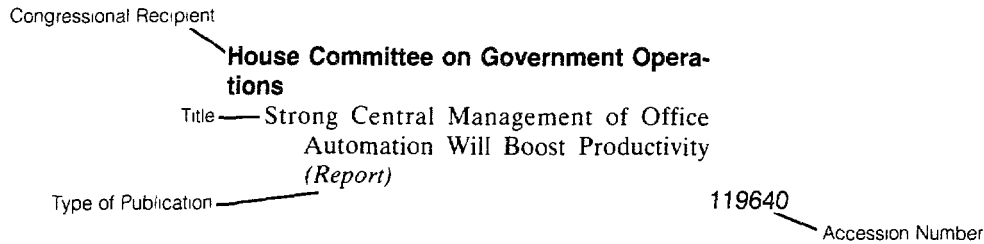
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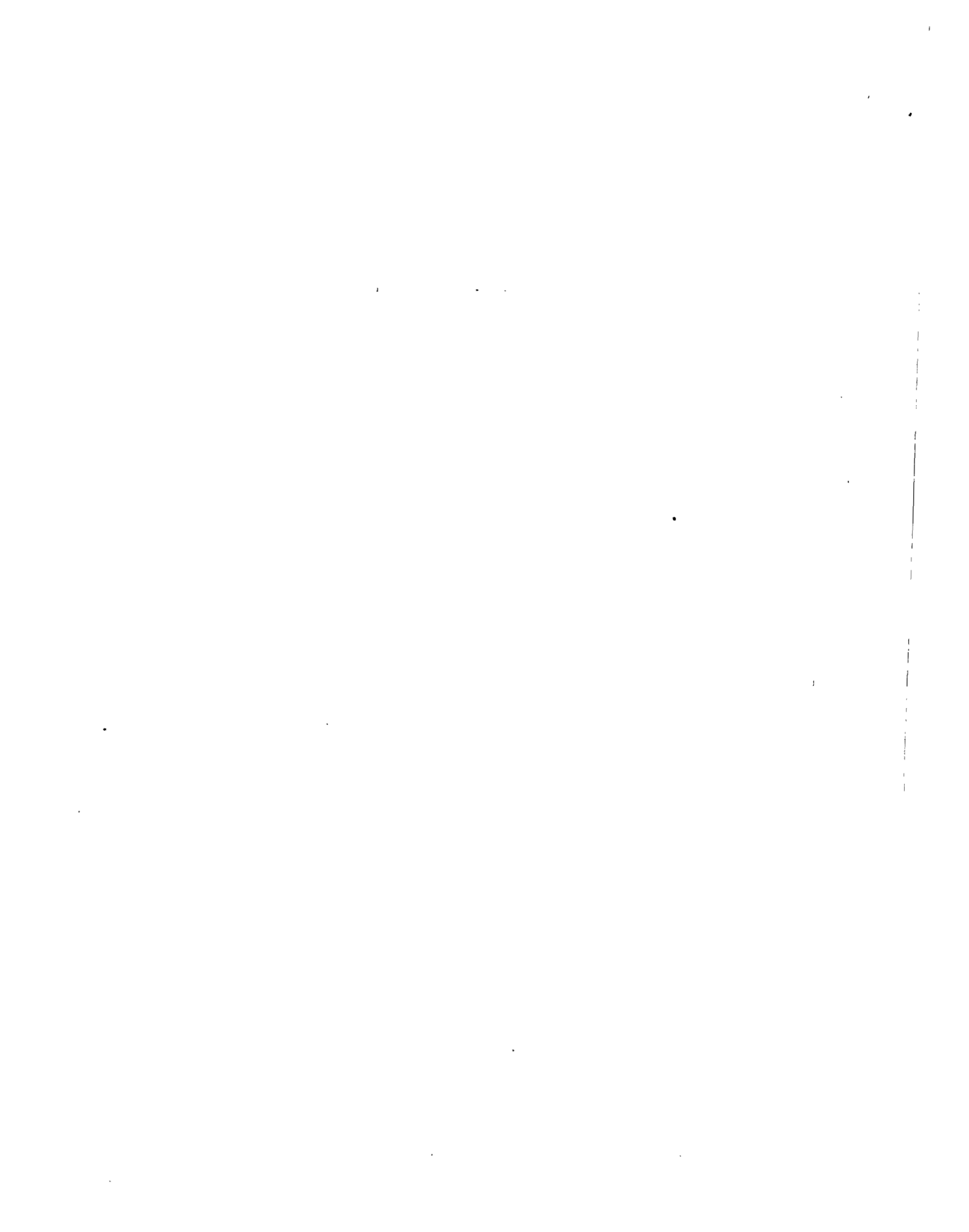
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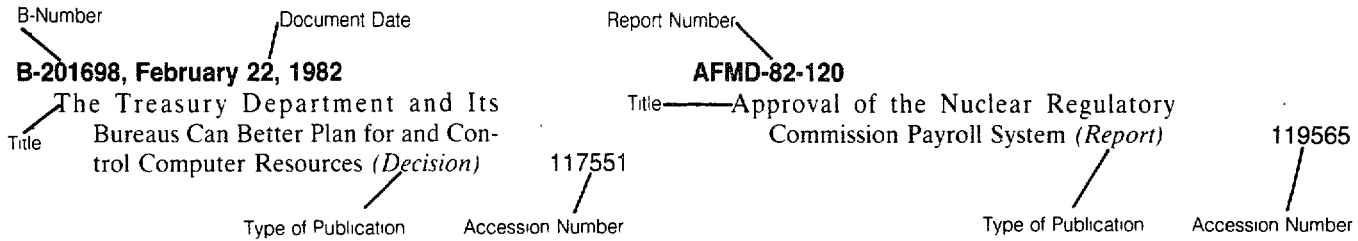
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ABBREVIATIONS COMMONLY USED IN THIS PUBLICATION

In general, the abbreviations used in this publication follow the recommended practices of the *U.S. Government Printing Office Style Manual*. However, the abbreviations used in the Law/Authority Index follow the recommended rules for abbreviations cited in the latest addition of *A Uniform System of Citation*. The following list includes only those abbreviations that do not coincide with the rules cited in the *U.S. Government Printing Office Style Manual* or *A Uniform System of Citation*.

A.F.R.	Air Force Regulation
A.R.	Army Regulation
A.S.P.R.	Armed Services Procurement Regulation
C.G.	Coast Guard
C.M.M.I.	Civilian Manpower Management Instruction
C.P.R.	Army Civilian Personnel Regulation
D.A.C.	Defense Acquisition Circular
D.A.R.	Defense Acquisition Regulation (formerly A S P R)
DLA	Defense Logistics Agency
DODPM	Department of Defense Military Pay and Allowances Entitlements Manual
DOJ	Department of Justice
D.P.C.	Defense Procurement Circular
FAM	Foreign Affairs Manual
FIPS	Federal Information Processing Standards
F.L.R.C.	Federal Labor Relations Council
F.P.M.	Federal Personnel Manual
F.P.M.R.	Federal Personnel Management Regulation
F.P.R.	Federal Procurement Regulation
F.T.R.	Federal Travel Regulation
IAM	Indian Affairs Manual
J.T.R.	Joint Travel Regulation
NAVJAGMAN	Manual of the Judge Advocate General of the Navy
NAVSEAOP	Naval Sea Systems Command Ordnance Publications
N.M.F.C.	National Motor Freight Classification
VAPR	Veterans Administration Procurement Regulation

GAO Division Abbreviations

AFMD¹	Accounting and Financial Management Division
CED²	Community and Economic Development Division
EMD²	Energy and Minerals Division
FOD	Field Operations Division
FGMSD¹	Financial and General Management Studies Division
FPCD	Federal Personnel and Compensation Division
GGD	General Government Division
HRD	Human Resources Division
ID	International Division
LCD	Logistics and Communications Division
MASAD	Mission Analysis and Systems Acquisition Division
OCG	Office of the Comptroller General
OGC	Office of the General Counsel
OISS	Office of Information Systems and Services
OP	Office of Policy
OPP	Office of Program Planning
PAD	Program Analysis Division
PLRD	Procurement, Logistics, and Readiness Division
PSAD	Procurement and Systems Acquisition Division
RCED²	Resources, Community, and Economic Development Division

¹**FGMSD** was changed to **AFMD** in November 1980

²**CED** and **EMD** were merged to form **RCED** in October 1982

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