

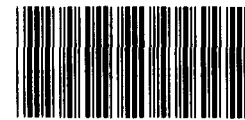
**GAO**

Fact Sheet for the Chairman,  
Subcommittee on Federal Services,  
Post Office, and Civil Service, Committee  
on Governmental Affairs, U.S. Senate

May 1990

# GOVERNMENT CONSULTANTS

## Agencies' Consulting Services Contract Obligations for FY87 and FY88



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General Government Division

B-226126

May 7, 1990

The Honorable David Pryor  
Chairman, Subcommittee on Federal  
Services, Post Office, and  
Civil Service  
Committee on Governmental Affairs  
United States Senate

Dear Mr. Chairman:

This fact sheet responds to your request for information on contracting for consulting services by federal agencies. Specifically, you asked us to determine the extent to which federal agencies incurred obligations for consulting services contracts for fiscal years 1987, 1988, and 1989.

However, fiscal year 1989 data are unavailable at this time. On February 26, 1990, the General Services Administration's (GSA) Federal Procurement Data Center (FPDC), which operates the Federal Procurement Data System (FPDS), was forced to restructure its operations due to budget limitations. This situation has caused a delay in the availability of 1989 data. As of April 23, 1990, we had not received the 1989 data. In light of this, the Subcommittee requested this fact sheet provide information on fiscal years 1987 and 1988 obligations for contracted consulting services and a separate fact sheet when we receive the 1989 data.

As shown in appendices I and II, total obligations for consulting services in fiscal years 1987 and 1988 were \$4.1 billion and \$4.9 billion, respectively. These amounts are listed by agency in appropriation bill format in appendix III.

OBJECTIVE, SCOPE, AND METHODOLOGY

Our objective was to provide the amount of obligations incurred by federal agencies for contracted consulting services in fiscal years 1987 and 1988 broken out by the agencies included in each appropriations bill. We obtained contract obligations for fiscal year 1988 from the FPDS during February 1990 and fiscal year 1987 data

from our earlier report.<sup>1</sup> We used the President's Cabinet Council on Management and Administration criteria of four categories of product/service codes as the basis for determining consulting services obligations. Appendix IV lists the four procurement categories and the corresponding FPDS product/service codes and descriptions.

We did not verify the accuracy of the information obtained. Specifically, we did not verify that information was correctly inputted into the FPDS. We also did not determine whether agencies classified contract actions with the correct product/service code. Further, since there are no definitions for all product/service codes, there is little assurance that agencies correctly and consistently classified the contract actions.

We also note that agencies are not required to report individual contract actions for \$25,000 or less to the FPDS. Thus, our estimates of contract obligations for consulting services may not include those contract actions.

The information in this fact sheet includes FPDS reported contract obligations for consulting services for all agencies that are covered by 11 of the 13 appropriations bills. We combined the Department of Defense and Military Construction appropriations bills because reported fiscal year 1987 and 1988 contract obligations could not be applied to each bill separately. We did not include the Legislative and District of Columbia appropriations bills because agencies that fall under these appropriations do not report contract obligations to the FPDS.

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As agreed with the Subcommittee, we will send copies to interested parties and make copies available to others upon request. Major contributors to this fact sheet are

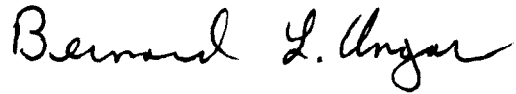
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<sup>1</sup>Government Consultants: Agencies' Consulting Services Contract Obligations for Fiscal Year 1987 (GAO/GGD-88-99FS, June 23, 1988).

B-226126

listed in appendix V. If I can be of further assistance,  
please call me on 275-5074.

Sincerely yours,

A handwritten signature in cursive script that reads "Bernard L. Ungar".

Bernard L. Ungar  
Director, Federal Human  
Resource Management Issues

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FISCAL YEARS 1987 AND 1988 OBLIGATIONS  
IDENTIFIED USING FOUR CABINET COUNCIL PROCUREMENT  
CATEGORIES THAT INVOLVE CONSULTING SERVICES  
(Ranked by Dollar Change)

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Defense	\$2,804,331,000	\$3,582,928,000	\$778,597,000	27.8%
Transportation	227,607,000	293,471,000	65,864,000	28.9
State	44,393,000	70,124,000	25,731,000	58.0
Housing and Urban Development	19,308,000	40,665,000	21,357,000	110.6
Treasury	22,696,000	43,644,000	20,948,000	92.3
Agency for International Development	295,548,000	307,842,000	12,294,000	4.2
Justice	12,415,000	22,475,000	10,060,000	81.0
Nuclear Regulatory Commission	9,622,000	17,721,000	8,099,000	84.2
Commerce	37,687,000	43,793,000	6,106,000	16.2
Veterans' Affairs	6,791,000	11,163,000	4,372,000	64.4
National Aeronautics and Space Administration	2,180,000	4,579,000	2,399,000	110.0
National Science Foundation	1,047,000	2,382,000	1,335,000	127.5
Interior	46,524,000	47,277,000	753,000	1.6
Executive Office of the President	538,000	1,219,000	681,000	126.6
Office of Personnel Management	389,000	1,026,000	637,000	163.8
Peace Corps	233,000	732,000	499,000	214.2
Arms Control and Disarmament Agency	578,000	1,008,000	430,000	74.4
National Mediation Board	1,617,000	1,852,000	235,000	14.5
Equal Employment Opportunity Commission	19,547,000	19,668,000	121,000	0.6
Board for International Broadcasting	0	110,000	110,000	a
Federal Maritime Commission	0	100,000	100,000	a
National Archives and Records Administration	397,000	485,000	88,000	22.2
Federal Trade Commission	(21,000) <sup>b</sup>	29,000	50,000	a
Federal Election Commission	40,000	85,000	45,000	112.5
Commodity Futures Trading Commission	55,000	87,000	32,000	58.2
Securities and Exchange Commission	167,000	195,000	28,000	16.8
National Labor Relations Board	101,000	104,000	3,000	3.0
<b>SUBTOTALS</b>	<b>\$3,553,790,000</b>	<b>\$4,514,764,000</b>	<b>\$960,974,000</b>	<b>27.0%</b>

## APPENDIX I

## APPENDIX I

Subtotals forwarded	\$3,553,790,000	\$4,514,764,000	\$960,974,000	27.0%
National Gallery of Art	27,000	0	(27,000)	-100.0
Administrative				
Conference of the U.S.	51,000	0	(51,000)	-100.0
Merit Systems				
Protection Board	101,000	0	(101,000)	-100.0
National Foundation for the				
Arts and Humanities	179,000	40,000	(139,000)	-77.7
Railroad Retirement Board	365,000	199,000	(166,000)	-45.5
Interstate Commerce				
Commission	200,000	23,000	(177,000)	-88.5
ACTION	826,000	344,000	(482,000)	-58.4
Consumer Product				
Safety Commission	1,078,000	292,000	(786,000)	-72.9
Federal Emergency				
Management Agency	57,369,000	56,388,000	(981,000)	-1.7
Small Business				
Administration	5,529,000	3,646,000	(1,883,000)	-34.1
U.S. Information Agency	7,106,000	5,079,000	(2,027,000)	-28.5
General Services				
Administration	4,558,000	889,000	(3,669,000)	-80.5
Labor	25,554,000	20,322,000	(5,232,000)	-20.5
Health and Human Services	30,969,000	23,819,000	(7,150,000)	-23.1
Education	68,019,000	60,770,000	(7,249,000)	-10.7
Agriculture	29,307,000	18,710,000	(10,597,000)	-36.2
Tennessee Valley				
Authority	33,161,000	12,352,000	(20,809,000)	-62.8
Energy	151,049,000	99,031,000	(52,018,000)	-34.4
Environmental Protection				
Agency	167,994,000	84,646,000	(83,348,000)	-49.6
<b>TOTALS</b>	<b><u>\$4,137,232,000</u></b>	<b><u>\$4,901,314,000</u></b>	<b><u>\$764,082,000</u></b>	<b><u>18.5%</u></b>

<sup>a</sup>Some percent changes are undefined as a result of no dollars being obligated in FY 1987.

<sup>b</sup>This amount represents a deobligation of funds.

Source: Federal Procurement Data Center.



GOVERNMENTWIDE SUMMARY AND COMPARISON OF REPORTED  
FISCAL YEARS 1987 AND 1988 CONSULTING SERVICES  
OBLIGATIONS BY APPROPRIATIONS BILL

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Appropriations bill</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Defense/Military				
Construction	\$2,804,331,000	\$3,582,928,000	\$778,597,000	27.8%
Transportation	227,807,000	293,494,000	65,687,000	28.8
Commerce	127,401,000	166,227,000	38,826,000	30.5
Treasury	28,770,000	47,348,000	18,578,000	64.6
Foreign Operations	295,781,000	308,574,000	12,793,000	4.3
Interior	46,730,000	47,317,000	587,000	1.3
Agriculture	29,362,000	18,797,000	(10,565,000)	-36.0
Labor	127,451,000	107,410,000	(20,041,000)	-15.7
Housing and				
Urban Development	255,767,000	200,115,000	(55,652,000)	-21.8
Energy	193,832,000	129,104,000	(64,728,000)	-33.4
<b>TOTALS</b>	<b><u>\$4,137,232,000</u></b>	<b><u>\$4,901,314,000</u></b>	<b><u>\$764,082,000</u></b>	<b><u>18.5%</u></b>

Source: Federal Procurement Data Center.

COMPARISON OF REPORTED FISCAL YEARS 1987 AND 1988  
CONSULTING SERVICES OBLIGATIONS BY APPROPRIATIONS BILL

Table III.1:

Appropriations for the Departments of Commerce,  
Justice, State, the Judiciary, and Related Agencies

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Commerce	\$37,687,000	\$43,793,000	\$6,106,000	16.2%
State	44,393,000	70,124,000	25,731,000	58.0
Justice	12,415,000	22,475,000	10,060,000	81.0
Equal Employment Opportunity Commission	19,547,000	19,668,000	121,000	0.6
U.S. Information Agency	7,106,000	5,079,000	(2,027,000)	-28.5
Small Business Administration	5,529,000	3,646,000	(1,883,000)	-34.1
Arms Control and Disarmament Agency	578,000	1,008,000	430,000	74.4
Federal Trade Commission	(21,000) <sup>b</sup>	29,000	50,000	a
Securities and Exchange Commission	167,000	195,000	28,000	16.8
Board for International Broadcasting	0	110,000	110,000	a
Federal Maritime Commission	0	100,000	100,000	a
<b>TOTALS</b>	<u>\$127,401,000</u>	<u>\$166,227,000</u>	<u>\$38,826,000</u>	<u>30.5%</u>

<sup>a</sup>Some percent changes are undefined as a result of no dollars being obligated in FY 1987.

<sup>b</sup>This amount represents a deobligation of funds.

Source: Federal Procurement Data Center.

Table III.2:Appropriations for Rural Development,  
Agriculture, and Related AgenciesObligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Agriculture	\$29,307,000	\$18,710,000	(\$10,597,000)	-36.2%
Commodity Futures Trading Commission	<u>55,000</u>	<u>87,000</u>	<u>32,000</u>	<u>58.2</u>
<b>TOTALS</b>	<u>\$29,362,000</u>	<u>\$18,797,000</u>	<u>(\$10,565,000)</u>	<u>-36.0%</u>

Source: Federal Procurement Data Center.

Table III.3:

Appropriations for the Departments of Labor,  
Health and Human Services, Education, and Related Agencies

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Labor	\$25,554,000	\$20,322,000	(\$5,232,000)	-20.5%
ACTION	826,000	344,000	(482,000)	-58.4
Health and Human Services	30,969,000	23,819,000	(7,150,000)	-23.1
Education	68,019,000	60,770,000	(7,249,000)	-10.7
Railroad Retirement Board	365,000	199,000	(166,000)	-45.5
National Labor Relations Board	101,000	104,000	3,000	3.0
National Mediation Board	<u>1,617,000</u>	<u>1,852,000</u>	<u>235,000</u>	<u>14.5</u>
<b>TOTALS</b>	<u>\$127,451,000</u>	<u>\$107,410,000</u>	<u>(\$20,041,000)</u>	<u>-15.7%</u>

Source: Federal Procurement Data Center.

Table III.4:

Appropriations for Foreign Operations  
Export Financing, and Related Programs

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar</u> <u>change</u>	<u>Percent</u> <u>change</u>
Agency for International Development	\$295,548,000	\$307,842,000	\$12,294,000	4.2%
Peace Corps	<u>233,000</u>	<u>732,000</u>	<u>499,000</u>	<u>214.2</u>
TOTALS	<u>\$295,781,000</u>	<u>\$308,574,000</u>	<u>\$12,793,000</u>	<u>4.3%</u>

Source: Federal Procurement Data Center.

Table III.5:  
Appropriations for the Department  
of Transportation and Related Agencies

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Transportation	\$227,607,000	\$293,471,000	\$65,864,000	28.9%
Interstate Commerce Commission	<u>200,000</u>	<u>23,000</u>	<u>(177,000)</u>	<u>-88.5</u>
<b>TOTALS</b>	<u>\$227,807,000</u>	<u>\$293,494,000</u>	<u>\$65,687,000</u>	<u>28.8%</u>

Source: Federal Procurement Data Center.

Table III.6:

Appropriations for the Department of Housing  
and Urban Development and for Sundry Independent Agencies,  
Boards, Commissions, Corporations, and Offices

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Housing and Urban Development	\$ 19,308,000	\$40,665,000	\$21,357,000	110.6%
Environmental Protection Agency	167,994,000	84,646,000	(83,348,000)	-49.6
National Aeronautics and Space Administration	2,180,000	4,579,000	2,399,000	110.0
Federal Emergency Management Administration	57,369,000	56,388,000	(981,000)	-1.7
National Science Foundation	1,047,000	2,382,000	1,335,000	127.5
Veterans' Affairs	6,791,000	11,163,000	4,372,000	64.4
Consumer Product Safety Commission	1,078,000	292,000	(786,000)	-72.9
<b>TOTALS</b>	<u>\$255,767,000</u>	<u>\$200,115,000</u>	<u>(\$55,652,000)</u>	<u>-21.8%</u>

Source: Federal Procurement Data Center.

Table III.7:

Appropriations for Energy and Water DevelopmentObligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Energy Nuclear Regulatory Commission	\$151,049,000	\$99,031,000	(\$52,018,000)	-34.4%
Tennessee Valley Authority	<u>9,622,000</u>	<u>17,721,000</u>	8,099,000	84.2
	<u>33,161,000</u>	<u>12,352,000</u>	<u>(20,809,000)</u>	<u>-62.8</u>
<b>TOTALS</b>	<b><u>\$193,832,000</u></b>	<b><u>\$129,104,000</u></b>	<b><u>(\$64,728,000)</u></b>	<b><u>-33.4%</u></b>

Source: Federal Procurement Data Center.



Table III.8:

Appropriations for the Treasury Department,  
the United States Postal Service, the Executive Office  
of the President, and Certain Independent Agencies

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Treasury	\$22,696,000	\$43,644,000	\$20,948,000	92.3%
General Services Administration	4,558,000	889,000	(3,669,000)	-80.5
Office of Personnel Management	389,000	1,026,000	637,000	163.8
Administrative Conference of the United States	51,000	0	(51,000)	-100.0
Merit Systems Protection Board	101,000	0	(101,000)	-100.0
Federal Election Commission	40,000	85,000	45,000	112.5
National Archives and Records Administration	397,000	485,000	88,000	22.2
Executive Office of the President	<u>538,000</u>	<u>1,219,000</u>	<u>681,000</u>	<u>126.6</u>
<b>TOTALS</b>	<u>\$28,770,000</u>	<u>\$47,348,000</u>	<u>\$18,578,000</u>	<u>64.6%</u>

Source: Federal Procurement Data Center.

Table III.9:

Appropriations for the Department  
of Defense and for Military Construction  
for the Department of Defense

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent change</u>
Defense	<u>\$2,804,331,000</u>	<u>\$3,582,928,000</u>	<u>\$778,597,000</u>	<u>27.8%</u>
TOTALS	<u>\$2,804,331,000</u>	<u>\$3,582,928,000</u>	<u>\$778,597,000</u>	<u>27.8%</u>

Source: Federal Procurement Data Center.

Table III.10:  
Appropriations for the Department  
of the Interior and Related Agencies

Obligations Identified Using Four Cabinet Council  
Procurement Categories That Involve  
Consulting Services

<u>Department/agency</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>Dollar change</u>	<u>Percent Change</u>
Interior	\$46,524,000	\$47,277,000	\$753,000	1.6%
National Foundation for the Arts and Humanities	179,000	40,000	(139,000)	-77.7
National Gallery of Art	<u>27,000</u>	<u>0</u>	<u>(27,000)</u>	<u>-100.0</u>
<b>TOTALS</b>	<u>\$46,730,000</u>	<u>\$47,317,000</u>	<u>\$587,000</u>	<u>1.3%</u>

Source: Federal Procurement Data Center.

FOUR CATEGORIES OF FPDS PRODUCT/SERVICE CODES IDENTIFIED  
BY THE PRESIDENT'S CABINET COUNCIL ON  
MANAGEMENT AND ADMINISTRATION AS  
INVOLVING CONSULTING SERVICES

<u>Management and Professional Services</u>	<u>FPDS Product/Service Code Description</u>
R 702	Data Collection Services
R 406	Policy Review/Development Services
R 407	Program Evaluation Services
R 408	Program Management/Support Services
R 409	Program Review/Development Services
R 414	Systems Engineering Services
R 497	Personal Services
R 498	Other Professional Services
R 799	Other Management Support Services
 <u>Special Studies and Analyses</u>	
R 502	Air Quality Analyses
R 503	Archeological/Paleontological Studies
R 504	Chemical/Biological Studies and Analyses
R 505	Cost Benefit Analyses
R 506	Data Analyses (other than scientific)
R 507	Economic/Socio-Economic and Labor Studies
R 509	Endangered Special Studies--Plant and Animal
R 510	Environmental Assessments
R 511	Environmental Baseline Studies
R 512	Environmental Impact Studies
R 513	Feasibility Studies (non-construction)
R 516	Animal and Fisheries Studies
R 517	Geological Studies
R 518	Geophysical Studies
R 519	Geotechnical Studies
R 520	Grazing/Range Studies
R 521	Historical Studies
R 522	Legal/Litigation Studies

<u>Special Studies and Analyses</u> (con't)	<u>FPDS Product/Service</u> <u>Code Description</u>
R 524	Mathematical/Statistical Analyses
R 525	Natural Resource Studies
R 526	Oceanological Studies
R 527	Recreation Studies
R 528	Regulatory Studies
R 529	Scientific Data Studies
R 530	Seismological Studies
R 532	Soils Studies
R 533	Water Quality Studies
R 534	Wildlife Studies
R 537	Medical and Health Studies
R 538	Intelligence Studies
R 539	Aeronautic/Space Studies
R 540	Building Technology Studies
R 541	Defense Studies
R 542	Educational Studies and Analyses
R 543	Energy Studies
R 544	Technology Studies
R 545	Housing and Community Development Studies
R 546	Security Studies (Physical and Personal)
R 547	Accounting/Financial Management Studies
R 548	Trade Issue Studies
R 549	Foreign Policy/National Security Policy Studies
R 550	Organization/Administrative/ Personnel Studies
R 551	Mobilization/Preparedness Studies
R 552	Manpower Studies
R 553	Communications Studies
R 554	Acquisition Policy/Procedures Studies
R 599	Other Special Studies and Analyses
 <u>Technical Assistance</u>	
R 421	Technical Assistance
 <u>Management Reviews of</u> <u>Program-Funded Organizations</u>	
R 703	Financial Services
R 704	Auditing Services

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