

144827

United States General Accounting Office

GAO

General Government Division

September 1991

Federal Sector Management Reports and Testimony, 1990



144827

GAO/GGD-91-114

052398 / 144827

Foreword

The federal government's management problems are many and will not be easily or quickly resolved. These problems exist in part because the government has not properly invested in developing its management capacity. Improving the internal functions of the federal government, as well as its service delivery to the public, depends in part on the ability to identify and act on these problems. GAO has highlighted the need for agency and congressional action to improve federal management in a wide variety of areas, such as the operation of the 1990 Census, reforms to the public service, and the management of the bailout of failed savings and loan institutions.

This annual index includes information on GAO documents directly related to the management of the federal government that were issued between January and December 1990. This index is based on summaries prepared at the time the products were released. They are intended to provide general information, meet research needs, and help the reader understand the types of management issues that GAO addresses. Questions may be directed to me at the U.S. General Accounting Office, Room 3858A, 441 G Street NW, Washington, D.C. 20548, (202) 275-8387.

Readers interested in ordering documents or in requesting bibliographic searches on a specific topic should call the Document Handling and Information Service, (202) 275-6241. The form included in the back of this index can also be used to order documents.



J. William Gadsby
Director, Federal Management Issues
General Government Division

Contents

Foreword		1
The Public Service		4
	Quality	4
	Effectiveness	14
	Integrity	22
	Stewardship	30
Federal Agency Organization and Management		36
Major Government Business Operations		42
	Postal Service	42
	General Services	43
	Non-Defense Procurement	46
Federal Asset Management		49
	Federal Properties	49
	Savings and Loan Bailout	52
Government Information and Statistics		59
	Census	59
Special Issues		64
	District Government	64
	Coinage	66

Quality

Pay and Benefits:

Data on Energy Employees Who Retired or Resigned in Fiscal Year 1989

GAO/GGD-91-14BR, Oct. 25, 1990

Questions continue to be raised about the federal government's ability to hire and retain high-quality workers. Many studies by the Department of Energy, GAO, and others have concluded that noncompetitive federal salaries contribute to federal recruitment and retention problems. This briefing report contains information on former Energy employees at grade 13 and above who retired or resigned during fiscal year 1989. GAO found that 43 of 78 employees who left Energy that year took private sector jobs that paid more than the government did—up to \$15,000 more in some cases.

Pay for Performance:

State and International Public Sector Pay for Performance Systems

GAO/GGD-91-1, Oct. 12, 1990

Although several state governments have adopted pay for performance, there is no clear consensus as to what constitutes an ideal pay-for-performance system. GAO visited six state governments that run pay-for-performance systems and found that the systems varied in terms of funding, rewarding employees whose performance justified more compensation, the number of performance levels in use to assess employee performance, and the percentage of the work force covered by pay for performance. Also, some state pay-for-performance programs were not fully implemented because of inconsistent funding. Foreign countries also have begun using pay for performance. As of September 1988, 13 of 24 countries affiliated with the Organization for Economic Cooperation and Development—a European-based research organization—either had or were proposing a performance-based pay system. It is clear that whatever type of pay-for-performance system is adopted for federal employees, adequate funding is critical if the system is to meet its objectives and achieve credibility among employees.

EEO at Justice:

Progress Made but Underrepresentation Remains Widespread

GAO/GGD-91-8, Oct. 2, 1990

The Justice Department is the nation's main law enforcement agency, employing over 50,000 people in addition to those working at the Federal Bureau of Investigation. After reviewing the affirmative action (EEO) program at the Department of Justice, GAO concludes that Justice needs to strengthen the management of its equal employment opportunity program. For instance, GAO found that affirmative action employment plans have been submitted extremely late and that performance plans lack the specificity to hold high-level executives truly accountable for EEO matters. Further, Justice has been slow in accumulating and analyzing information on its recruiting efforts and has refused to use numerical goals as a management tool for increasing minority and female representation. While GAO believes that Justice has made progress in moving toward full representation, it still has a long way to go. After years of effort, underrepresentation persists in at least 33 of 60 key job categories GAO examined.

**Federal Pay—Special Rates:
Effect on Recruitment and Retention for Selected Clerical
Occupations**

GAO/GGD-90-118, Sept. 24, 1990

Congress is considering proposals to reform the General Schedule, the largest white-collar employee pay system in the federal government. The goal is to make federal salaries more competitive with private sector pay and to institute a "locality pay" approach in which salary rates would vary by geographic area. In some locales, federal agencies are relying on "special rates" for certain jobs to counteract recruitment problems caused by higher private sector pay and other factors. GAO examined the effectiveness of special rates in recruiting and retaining employees in selected localities for clerical positions. GAO found that higher salaries paid under the special rates program appear to have helped to retain employees in the four clerical occupations GAO reviewed, at least in the short term. However, GAO concludes that special rates may be a partial solution to recruitment and retention problems but are not a substitute for comprehensive reform of the federal pay system that would increase basic salaries to more competitive levels.

**The Public Service:
Issues Affecting Its Quality, Effectiveness, Integrity, and
Stewardship**

GAO/GGD-90-103, Sept. 13, 1990

To enhance the usefulness of its annual report on the activities of the Office of Personnel Management (OPM), GAO broadened the scope of its report to include a discussion of key issues affecting the federal public service. Many of these issues involve concerns raised by the National Commission on the Public Service. In GAO's view, the state of the public service is not what it should be. As a result, some government programs and services have suffered. GAO believes that federal pay reform is the most critical issue. Federal salaries now lag far behind private sector pay in many important occupations; with uncompetitive pay rates, the government is unlikely to be able to attract and retain the good people it needs. In addition, the integrity of the public service needs to be enhanced by curtailing conflicts of interest and by strengthening personnel administrative systems. Overall, GAO concludes that the stewardship of the public service could be improved through more effective OPM leadership in human resources management and civil service administration.

**Arms Control and Disarmament Agency:
Stronger Actions Needed to Improve Personnel Management**

GAO/NSIAD-90-259, Sept. 12, 1990

In March 1989, the State Department's Inspector General issued a report characterizing the U.S. Arms Control and Disarmament Agency's (ACDA) operations and activities—including its personnel practices—as “skewed” and lacking organization. Limited development and training programs for career employees at ACDA, as well as equal employment opportunity problems, were noted. In August 1989, the Office of Personnel Management recommended that ACDA develop a new structure and career path for its clerical and technical staff. GAO found that top management at ACDA has not taken adequate action to address the personnel management problems identified in these 1989 reports. GAO believes that establishment of more systematic career development, training, and affirmative action programs would demonstrate to career employees at ACDA that management is actively committed to improving personnel practices, which should result in improved employee morale and enhanced work productivity.

**Recruiting and Retention:
Inadequate Federal Pay Cited as Primary Problem by Agency
Officials**

GAO/GGD-90-117, Sept. 11, 1990

Federal law mandates comparability between federal and private sector pay for similar white-collar jobs. Yet since the late 1970s, the pay gap has widened to the point where average private sector salaries now exceed federal pay by about 25 percent. GAO reviewed a range of jobs in different agencies and geographic locations across the country and found that low federal pay was the most frequently cited reason for employees to leave the federal government and for applicants to decline a federal job offer. The availability of nonfederal jobs and, particularly for nurses, federal understaffing were also cited as important reasons to decline federal employment. Federal job security was mentioned as the most important reason to stay in or accept a federal job. GAO believes that pay reform, particularly locality-based pay adjustments, would improve recruitment and retention efforts. Agencies seldom kept systematic records documenting how recruitment and retention problems affected their operations. However, agencies commonly indicated that these difficulties had reduced service delivery and had caused productivity losses. Thus, while restoring federal pay to competitive levels will be costly at first, GAO believes that the cost will be offset to some degree by savings and improvements in government operations. GAO also believes that those costs are preferable to further deterioration of government services.

**Federal Recruiting and Hiring:
Making Government Jobs Attractive to Prospective Employees**

GAO/GGD-90-105, Aug. 22, 1990

As an employer, the federal government faces a predicament. Its work is becoming more technical and knowledge-intensive while the labor market from which it must recruit is increasingly competitive. GAO examined federal recruiting and hiring and found two major obstacles facing the government: (1) noncompetitive starting pay—along with a complex and time-consuming hiring process—and (2) limited outreach. Special salary rates are widely used, but federal government starting salaries, even when bolstered by special pay rates, lag behind private and other public sector starting pay. Federal agencies now have little flexibility in setting entry-level starting salaries that are above the minimum entry step. GAO continues to support federal pay reform. Direct hire has become a popular way to make the federal hiring process more flexible. However, the Office of Personnel Management's (OPM) direct hire procedures do not ensure that merit principles are being met, and GAO believes that additional guidance and oversight are needed. OPM has recruiting initiatives underway and plans to increase its outreach to

potential applicants. Yet many of the agency recruiters GAO interviewed had little knowledge of these initiatives.

**Inspectors General:
Treasury's Office of Inspector General Properly Established**

GAO/AFMD-90-70, June 14, 1990

GAO found that the Department of the Treasury has taken steps specified in the Inspector General Act of 1978 to establish an Office of Inspector General (OIG), and found no evidence that the OIG has any improper operational responsibility concerning the Department's four law enforcement bureaus (Bureau of Alcohol, Tobacco and Firearms; U.S. Customs Service; Secret Service; and Internal Revenue Service). Also, GAO found no prohibitions of OIG audits or investigations.

**Law Enforcement:
Recruitment, Retention, and Compensation of Support Staff**

GAO/GGD-90-60, May 22, 1990

This report supplements the National Advisory Commission on Law Enforcement's study of federal law enforcement personnel issues. (See OCG-90-2, Apr. 25, 1990.) Law enforcement support staff are white-collar employees, other than agents, who do professional, administrative, technical, and clerical work in agencies like the Federal Bureau of Investigation (FBI), Drug Enforcement Agency, and the Bureau of Prisons. Although available data on support staff problems are limited, federal law enforcement officials believe it is increasingly difficult to attract and retain qualified support staff. They point to noncompetitive federal pay as the underlying cause of the problem. Law enforcement officials say that these recruitment and retention problems lead to increased recruiting and training expenses and lost productivity. Noncompetitive salaries cause recruitment and retention problems in all federal agencies. However, law enforcement managers say that low starting salaries along with security clearance requirements have created special problems for their agencies. GAO found that quit rates for law enforcement agencies—excluding the FBI—are about comparable to non-law enforcement agencies. When statistics include the FBI, the turnover is much higher. GAO also found that turnover varies by occupation and location, with the greatest turnover occurring in clerical occupations in high-cost cities.

**Federal Pay:
Comparisons With the Private Sector by Job and Locality**

GAO/GGD-90-81FS, May 15, 1990

In looking at how federal recruitment and retention of employees could be improved, one of GAO's research priorities has been federal pay. This fact sheet compares federal and private sector pay by job and geographic areas in order to determine the degree of pay comparability within specific localities. GAO's pay comparison shows that, in most cases, the private sector paid more than did the federal government for the same jobs within particular metropolitan statistical areas. While most of the occupations in GAO's analysis are classified by the Office of Personnel Management as "clerical" or "technical," two (computer programmer and computer systems analyst) are classified as "administrative" occupations. The degree of federal/private sector pay disparity was even greater in these administrative jobs.

**Inspectors General:
Establishment of the National Science Foundation's Office of
Inspector General**

GAO/AFMD-90-15, Apr. 27, 1990

The Inspector General Act Amendments of 1988 required the National Science Foundation (NSF) to establish an Office of Inspector General and designated the National Science Board as the head of NSF for purposes of the act. GAO reviewed whether the Board is the appropriate designee to appoint and generally supervise the newly created NSF inspector general and whether the Board's resolution establishing and providing instruction to the inspector general was consistent with the Inspector General Act and 1988 amendments. GAO also looked at whether heads of 19 agencies with presidentially appointed inspectors general had issued written supervisory instructions similar to those approved by the Board. GAO contacted seven presidential appointees to obtain their reactions to the Board's instructions.

**Inspectors General:
Progress in Establishing OIGs at Designated Federal Entities**

GAO/AFMD-90-46, Apr. 24, 1990

The Inspector General Act Amendments of 1988 established offices of inspector general (OIG) in 33 designated federal entities. GAO found that these federal entities have taken steps to establish their OIGs in accordance with the 1988 amendments. All of the entities have officially established an OIG and have appointed either an inspector general or an acting inspector general. GAO found that the independence, authority, and capability of the inspectors general were sometimes constrained by limitations imposed by the entities. While most of these constraints were removed following GAO discussions with officials at the federal entities, problems remain. For example, (1) at least eight of the new OIGs have inadequate resources and (2) the entity head responsible for supervising the inspectors general has not been correctly identified at two entities.

**Pay and Benefits:
Contract Court Security Officers Compared to U.S. Deputy Marshals**

GAO/GGD-90-67FS, Apr. 16, 1990

GAO compared the pay and benefits of court security officers—contract employees who provide routine court security services in federal court buildings—with the pay and benefits of U.S. Marshals Service deputy marshals, who could alternatively fill this role. GAO found that the contract cost for court security officers' pay and benefits generally was lower than the cost of using deputy marshals. With the exception of basic life insurance, retirement and health benefits for court security officers also were generally less costly than those provided to deputy marshals.

**Inspectors General:
Staff Resources of VA's Office of Inspector General**

GAO/AFMD-90-6, Apr. 13, 1990

The Department of Veterans Affairs Act established the Veterans Administration as a cabinet-level department in March 1989. The act also authorized 40 more staff members for the Department of Veterans Affairs' (VA) Office of Inspector General (OIG) to be phased in during fiscal years 1990 and 1991. GAO evaluated the OIG's use of its current staff, its planned use of the 40 additional staff members, and its plans to request further staff increases. The OIG provides widespread coverage of VA's operations through its audits and investigations of the agency's facilities, programs, and functions. GAO believes the 40 additional staff

will help OIG provide even more in-depth coverage of VA's operations. However, GAO is concerned that OIG's plans for a future staffing level of 809 are not adequately supported by OIG's workload assessments.

**Inspectors General:
Information on Vacancies and Previous Experience**

GAO/AFMD-90-64FS, Mar. 7, 1990

GAO gathered information on vacancies in statutory inspector general positions. Specifically, GAO looked at which inspector general positions were then vacant and how long they had been vacant. GAO also identified the immediate previous positions held by current inspectors general.

**VA Health Care:
Nursing Issues at the Albuquerque Medical Center Need Attention**

GAO/HRD-90-65, Jan. 30, 1990

GAO looked at several concerns—ranging from inadequate staffing and pay inequities to waste and loss of supplies and equipment—raised by nurses at the Department of Veterans Affairs' (VA) Medical Center in Albuquerque, New Mexico. GAO found that management at the Medical Center has resolved many of these issues. Nurse vacancies and overtime have been reduced, pay issues have been addressed, the number of promotions and awards has increased, disciplinary actions have been reduced, the nursing home care unit is being renovated, and the number of beds operated in the facility has been reduced. In addition, VA has submitted a legislative proposal to the Office of Management and Budget that would address pay issues that cannot be handled at Center level. While progress has been made in many areas, staff injuries, support services, paperwork, and acuity determinations need to be addressed more fully during the monthly meetings between management and the registered nurses' union. GAO believes an independent human resources specialist should be brought in to enhance the dialogue between the two groups. The Medical Center director also needs to actively participate in the meetings. In addition to the labor-management issues, Medical Center management must improve its internal controls over property. To eliminate any inconsistencies, management also needs to reexamine the physical requirements it places on nursing hires and nurses returning to work after an injury.

**Equal Employment Opportunity:
Representation of Minorities and White Women at Fort Lee Army
Post, Virginia**

GAO/GGD-90-27, Jan. 17, 1990

GAO reviewed the equal employment opportunity (EEO) program for civilians assigned to the U.S. Army Post at Fort Lee, Virginia, and found that blacks, overall, were underrepresented in the work force there, but that other minorities and women were not. Essentially, all pay grades 13 through 15 are in the professional and administrative occupational categories at Fort Lee. GAO found that black men, black women, and white women were underrepresented in both categories. Fort Lee has taken several actions since 1987 to reduce underrepresentation. For example, it has started an EEO affirmative action employment plan for fiscal years 1988 to 1992 to eliminate underrepresentation, particularly at grades 13 through 15. Between December 1986 and June 1989, the representation of black men, black women, and white women in grades 13 through 15 professional and administrative occupations generally improved. Fort Lee has also started issuing written policies and procedures to govern the EEO program and has started clarifying the EEO performance standards that apply to managers and supervisors. GAO endorses completion of these actions and believes Fort Lee should also look at ways to reduce the time taken to resolve formal discrimination complaints.

Testimony

H.R. 4716, "Federal Pay Reform Act of 1990"

GAO/T-GGD-90-45, May 21, 1990

In GAO's opinion, certain elements of H.R. 4716 can lead to meaningful pay reform. First, the proposed legislation advocates locality-based pay schedules for technical and clerical employees and geographic differentials for professional and administrative employees, who would continue to be paid on a national schedule. This would replace the current practice of paying the same salary rates nationwide. Second, the legislation adds state and local governments to the surveys of prevailing nonfederal salaries as GAO has long suggested. Third, the bill incorporates a form of performance-based pay adjustments for individual employees. Although GAO supports the overall objectives of pay reform as embodied in H.R. 4716, it remains concerned that unlimited presidential prerogatives over salary schedule adjustments may not keep federal salary rates at competitive levels.

Legislative Proposals to Establish Professional Acquisition Corps
GAO/T-NSIAD-90-27, Mar. 28, 1990

GAO supports the proposal to create a professional acquisition work force and corps within each military service. GAO believes it is important for good people to be recruited into the acquisition work force, and GAO strongly agrees that clear career paths with requirements for education, training, and experience are needed for all positions. GAO also supports the idea that both military and civilian personnel should be considered equally when determining assignments. GAO does believe that further clarification is needed in some areas of the proposal, such as the Defense Acquisition concept and recruitment and retention incentives.

Capitol Police Pay and Personnel Systems: Dual Systems Create Differences
GAO/T-AFMD-90-12, Mar. 23, 1990

GAO testified on the preliminary results of its review of Capitol Police Force personnel administration. Personnel administration of the Force is divided between the House and the Senate, and GAO identified differences in the way the House and the Senate treat Capitol Police in the following four areas—retirement benefits and policies, leave policies, the hiring of civilians, and grievance procedures. GAO believes these differences have affected police operations and are impediments to the unification of the Force.

IRS' Budget Request for Fiscal Year 1991 and Status of the 1990 Tax Return Filing Season
GAO/T-GGD-90-26, Mar. 22, 1990

Faced with funding shortfalls of about \$825 million over the past two years, IRS imposed a hiring freeze, curtailed promotions, cut back support services, and reduced compliance programs. These decisions have affected IRS' ability to do its job. GAO believes IRS' fiscal year 1991 budget lays a foundation for improving the agency's fiscal environment. More importantly, it appears that the events of the past two years have heightened IRS' sensitivity to the need to better manage its resources and to maintain stricter accountability for the use of those resources. GAO is especially encouraged by the leadership of IRS' Chief Financial Officer in bringing more direction and oversight to the budget execution process. GAO notes that with the exception of a few problems that have delayed some refunds, returns processing has gone smoothly this year. GAO applauds the significant increase in the accuracy of IRS' telephone

responses to taxpayer tax law inquiries—IRS assistors correctly answered 78 percent of GAO's tax questions—although GAO is troubled by the decreasing ability of taxpayers to get through to the assistors.

Federal White-Collar Employee Salary Reform

GAO/T-GGD-90-27, Mar. 21, 1990 and GAO/T-GGD-90-22, Mar. 14, 1990

GAO strongly endorses efforts to reform federal white-collar employee pay-setting principles and processes. Noncompetitive salaries are the major cause for federal recruitment and retention problems, especially in high-cost, high-paying localities. GAO believes federal salaries must be restored to competitive levels in a fiscally responsible way. S.2274—the Federal Pay Comparability Reform Act of 1990—seeks to accomplish this objective by adjusting basic pay rates in areas where nonfederal pay rates exceed the national average. However, GAO suggests that it would be more appropriate to directly compare federal and nonfederal salaries and that cost-of-living levels should also be considered in determining locality adjustments. Private sector companies often increase employee salaries on the basis of job performance. GAO suggests that requiring greater accountability from federal workers in return for higher salary levels is an issue that needs serious consideration.

Effectiveness

Railroad Safety:

FRA's Staffing Model Cannot Estimate Inspectors Needed for Safety Mission

GAO/RCED-91-32, Nov. 21, 1990

The Federal Railroad Administration (FRA) does not know whether it has enough safety inspectors covering the railroad industry because it has not developed inspection staffing standards for its workforce. Staffing standards are derived from formulas or mathematical models used to determine the number of employees needed to do a job and to distribute these workers. FRA has begun two efforts to gather the data it needs to develop such standards. Once inspection coverage standards are developed, FRA would need to incorporate them—along with an inspection strategy based on targeting high-risk railroads—into its existing staffing model or some other analytical method. This would help in the development of staffing standards that would calculate the number of types of safety inspectors FRA needs to fulfill its safety mission.

**Government Shutdown:
Data on Effects of 1990 Columbus Day Weekend Funding Lapse**

GAO/GGD-91-17FS, Oct. 19, 1990

This fact sheet presents the results of a questionnaire GAO sent to federal agencies asking about the effects of the shutdown of some of the government over the Columbus Day weekend (Oct. 6-8, 1990). GAO received responses from 16 executive departments and agencies; the Department of Agriculture and National Aeronautics and Space Administration chose not to report to GAO. GAO found the total cost of the Columbus Day weekend shutdown to be \$1,675,586.

**Performance Management:
How Well Is the Government Dealing with Poor Performers?**

GAO/GGD-91-7, Oct. 2, 1990

For years, the common public perception has been that the federal government does little to deal with poor performers. This report, a follow-up to an earlier GAO report on the Social Security Administration, provides a governmentwide perspective on two key questions: To what extent are federal supervisors identifying poor performers? Are supervisors who do identify poor performers able to deal with them? GAO surveyed a random sample of government supervisors and found that—contrary to widely held views—they are generally willing to deal with their poor performers. Although implementing the process is considered unduly difficult and time-consuming, supervisors are generally able to correct or otherwise deal with performance problems. The main problem is with the small minority of government workers (about five percent) rated as “minimally successful”—the level between “fully successful” and “unacceptable.” Because the law now limits the actions supervisors can take with employees who perform at this level, the government has had to tolerate less than fully successful performance for extended periods of time. In implementing the process for dealing with poor performers, about half of the supervisors cited one or more obstacles, such as the potential lengthiness of the process and a perceived lack of management support. GAO believes that motivation is the key to dealing with poor performers. Accordingly, GAO recommends that agency management focus on creating an environment within which supervisors are encouraged and motivated to identify poor performers and supported when they try to deal with them. This report also identifies four options

that Congress may wish to consider in easing the difficulties supervisors encounter in dealing with poor performers in the government.

**Tax Administration:
IRS' Improved Estimates of Tax Examination Yield Need to Be Refined**

GAO/GGD-90-119, Sept. 5, 1990

The Internal Revenue Service's (IRS) fiscal year 1991 budget includes several initiatives to increase or modify IRS compliance efforts, thereby generating more tax revenues. One initiative calls for increasing IRS' examination staff by 750 revenue agents and 290 support staff. IRS estimates that these new staff will yield an additional \$1.1 billion in tax revenues by the end of fiscal year 1995. This report examines the methodology IRS used to estimate these additional audit revenues and its plans to track the results of the staffing increase—if the increase is authorized by Congress. Although the revised methodology is more realistic than its predecessor in its expectations of the additional revenues, GAO considers some of the assumptions IRS used in applying the methodology to the proposed fiscal year 1991 staffing increase to be overly optimistic. IRS plans to monitor the impact of the staffing increase if it is authorized. However, because IRS has not yet computed the baseline from which it will begin tracking results, GAO could not assess its validity.

**Coast Guard Acquisitions:
Formal Criteria Needed to Ensure Project Manager Qualifications**

GAO/RCED-90-178, June 19, 1990

The Coast Guard buys ships, aircraft, and other major systems to carry out its wide-ranging missions. These missions include enforcing federal laws on the high seas and U.S. waters, maintaining aids to maritime navigation, protecting the marine environment, search and rescue, and icebreaking. GAO assessed efforts by the Coast Guard to increase the qualifications and tour of duty, or tenure, of personnel chosen to manage the acquisition of its major systems. GAO found that the Coast Guard has increased the experience and training of its project managers by establishing a screening panel to select qualified officers to serve as project managers and by sending many of the selected officers to a 20-week acquisition management training course. However, officers do not

have to have acquisition experience or training to be selected. In addition, the average tenure of the current project managers expected to transfer to new assignments in fiscal year 1990 is three years. Because project management requires an extensive knowledge of procurement practices, GAO believes that retaining these managers longer would allow the Coast Guard to more effectively utilize their experience and training.

**Performance Management:
Appraisal and Promotion Results at the U.S. Customs Service**

GAO/GGD-90-40, May 18, 1990

GAO tested the feasibility of analyzing relationships among employee demographics, performance ratings, and promotions. Due to the exploratory nature of this study, GAO limited its work to one agency—the U.S. Customs Service, which had computerized personnel data available for the fiscal year 1987 performance rating period. This report examines two types of pay plans: General Schedule (employees in nonsupervisory positions in grades 1 through 14) and General Management (employees in managerial and supervisory positions in grades 13 through 15). GAO found that age was directly related to GS employee ratings, whereas other variables (sex and ethnicity, sex and grade, and step in grade and grade) had indirect relationships. With respect to GM performance ratings, GAO found that age, grade, and years in grade each had direct relationships with ratings, whereas sex and ethnicity had indirect relationships. For promotions, GAO found mostly indirect relationships in GS employee data. Only step had a direct relationship with GS promotions. In contrast, GAO found only direct relationships with GM promotions. In the GM group, ethnicity, sex, rating, age, grade, years in grade, and location each had a direct relationship with the odds of being promoted. GAO believes these findings should not be used to draw cause-effect conclusions. However, they can provide useful insights into the potential dynamics of ratings and promotion decisions and indicate directions for more in-depth work.

**Due Process:
Procedures for Unfavorable Suitability and Security Clearance
Actions**

GAO/NSIAD-90-97FS, Apr. 23, 1990

People who have been denied a security clearance or who have been deemed unsuitable for federal employment have certain appeal procedures available to them. Administrative due process procedures generally give such individuals the right to receive notice of any proposed unfavorable determination, the opportunity to respond to the proposed action, and the right to appeal any final decision. This fact sheet presents the results of GAO's review of applicable statutes, executive orders, and regulations at six agencies: the Departments of Commerce, Defense, Energy, Justice, State, and the Treasury.

**Postal Service:
Employee-Management Relations at the Indianapolis Post Office
Are Strained**

GAO/GGD-90-63, Apr. 16, 1990

In the mid-1980s, the Indianapolis Post Office underwent major organizational and personnel changes. These changes were unpopular with some employees and spawned unrest. Many postal employees brought complaints about division management to Congress and the media. In this review of employee-management relations problems at the Indianapolis Post Office, GAO looks at concerns about the displacement of senior black managers, the integrity of promotion decisions, the treatment of workers, the handling of complaints about equal employment opportunities, and the actions taken by management to resolve employee complaints and concerns. GAO found that while the postal service has made several efforts to improve employee-management relations, an atmosphere of distrust and dissatisfaction prevails. GAO notes that the effectiveness of any present or future initiatives will depend largely on the sustained cooperation of both management and employees.

**Tax Administration:
Potential Audit Revenues Lost While Training New Revenue Agents**

GAO/GGD-90-77, Apr. 6, 1990

In an effort to increase revenues, Congress provided the Internal Revenue Service (IRS) with funds for 2,500 more examination staff in fiscal year 1987 and another 2,500 staff in fiscal year 1988. Most of these positions were for more revenue agents—the IRS employees responsible for examining complex tax returns. Between 1986 and 1988, IRS hired about 7,300 revenue agents. GAO found that in terms of unrealized audit

revenues, the cost of using experienced revenue agents to train these new hires was significant. By the time IRS finishes training the new hires in the five IRS districts GAO examined, IRS could lose about \$980 million in audit revenues. IRS' 1989 estimates of such losses were about half as much as GAO's—a difference attributable to various differences in methodologies used. Regardless, the conclusion is the same—unrealized audit revenues associated with training new revenue agents have been substantial. As a result, IRS is planning to begin contracting out some of its training in fiscal year 1991 and is considering other alternatives to its current training program.

**Drug Testing:
Action by Certain Agencies When Employees Test Positive for
Illegal Drugs**

GAO/GGD-90-56FS, Apr. 6, 1990

In May 1987, GAO testified on the Office of Personnel Management's guidelines for establishing a drug-free federal workplace. GAO noted that because of the range of penalties that could be imposed under the guidelines, disciplinary actions could vary from agency to agency or even within an agency. For this fact sheet, GAO visited three federal agencies to determine what action employers take when their employees test positive for illegal drugs. The findings confirmed GAO's earlier testimony. Actions taken against employees ranged from firing them after the first positive testing to transferring them—without rehabilitation—to positions in which they were no longer subject to random testing.

**Federal Personnel:
Observations on the Navy's Managing to Payroll Program**

GAO/GGD-90-47, Mar. 27, 1990

In response to the congressional criticism of the Navy's management of its civilian personnel budget, the Navy established the Managing to Payroll program in October 1986. GAO found that the program has provided the Navy with better information to use in monitoring and controlling its civilian payroll budget. In general, Navy managers said that the increased accountability provided through the program has made them more aware of payroll costs. Moreover, officials from the Navy Comptroller's office said that the changes to the payroll budget that do occur are now better justified. Since the program's implementation, the Navy's overall payroll expenditures have been either under or within about one

percent of its budget. Although some problems have been attributed to the program, Navy officials said that the problems were actually caused by budget constraints, hiring freezes, or other factors that did not result from the program.

**Personnel Practices:
The Department of Energy's Use of Schedule C Appointment
Authority**

GAO/GGD-90-61, Mar. 8, 1990

Schedule C positions are excepted from the competitive service because they are either policy determining or involve a close and confidential working relationship with a key official. As of February 1, 1990, the Department of Energy had eight Schedule C positions in its Office of Public Affairs and 11 in its Office of Congressional and Intergovernmental Affairs. Energy complied with Office of Personnel Management (OPM) regulations and guidelines in establishing these 19 positions. However, Energy, even though it was required to do so, had not reported to OPM changes to Schedule C positions in these two offices that it made during 1989. After GAO brought the matter to their attention, Energy officials said they would notify OPM of these changes. Energy also used Schedule C appointment authority to hire three permanent employees and detail them directly to the White House. GAO believes such action was inappropriate since Energy had certified that the positions and the appointees would be located within Energy. GAO recommends that OPM (1) require agencies to certify that Schedule C positions are not being established solely or primarily for details, (2) disapprove applications that do not contain this certification, and (3) periodically monitor agencies' use of Schedule C employees for compliance with its regulations and guidelines.

**Air Force Audit Agency:
Opportunities to Improve Internal Auditing**

GAO/AFMD-90-16, Feb. 20, 1990

This is the third in a series of GAO reviews of internal audit organizations within the Department of Defense. GAO reviewed the Air Force Audit Agency and found that it is generally providing effective audit service to the Air Force. During fiscal year 1988, the Air Force Audit Agency reported \$339 million in monetary benefits that might be achieved if its audit recommendations are implemented. This brings the

total monetary benefits reported by the Air Force Audit Agency over the last three fiscal years to \$2.2 billion. Despite significant achievements, GAO believes the Air Force Audit Agency would be capable of greater accomplishments if it changed its method of planning and managing audits. GAO recommends that audit planning consider the relative merits of each audit proposal rather than continue the current method of allocating staff to installation level work. GAO also recommends that all military auditor positions be converted to civilian positions and that audit quality controls be strengthened.

Testimony

Serious Shortcomings in FAA's Training Program Must Be Remedied GAO/T-RCED-90-91, June 21, 1990

A safe and efficient air traffic control system depends on well-trained FAA staff. However, GAO testified that FAA's training program is not meeting the needs of employees and that FAA has made little progress in modernizing its training. GAO discussed training of the Federal Aviation Administration's safety-related work forces: air traffic controllers, aviation safety inspectors, and maintenance technicians. In light of FAA's extraordinary training needs, along with the link between deficiencies in safety-related work force training and impairments in air traffic safety, GAO urges that FAA begin to resolve these issues now. GAO believes that continuing to delay will only increase the potential for safety-related problems.

Social Security: Many Administrative Law Judges Oppose Productivity Initiatives GAO/T-HRD-90-39, June 13, 1990

The Social Security Administration (SSA) employs more than 700 administrative law judges in 132 hearing offices around the country to hear appeals of applications for social security or Medicare benefits that have been denied. These judges are unique federal employees in that they make decisions on administrative proceedings of the agency that employs them. Historically, SSA has used a monthly disposition goal to encourage the judges to decide more cases. Many of the judges, however, complain that SSA's emphasis on productivity has had a negative effect on their work. GAO's testimony focuses on the issues of (1) performance goals and (2) staffing levels of both administrative law judges and support staff.

Serious Shortcomings in FAA's Training Program Must Be Remedied
GAO/T-RCED-90-86, June 6, 1990 (same as GAO/T-RCED-90-91, June 21, 1990)

Staffing, Training, and Funding Issues for FAA's Major Work Forces
GAO/T-RCED-90-42, Mar. 14, 1990

Several times over the past few years, GAO has reported that the Federal Aviation Administration (FAA) needs to improve its hiring and training of three work forces critical for air safety—air traffic controllers, aviation safety inspectors, and maintenance technicians. In this testimony, GAO reiterates some of its concerns and discusses a range of needed management improvements. Although FAA has made progress in developing adequately trained work forces, GAO is concerned that the scope and cost of this undertaking is still not fully appreciated. A high level of air safety demands not only a commitment to fund increases in the controller, inspector, and field-maintenance work forces but also a concurrent commitment to adequately train these work forces to do their jobs. FAA senior management needs to sustain its commitment to addressing emerging human resource issues, as well as to initiatives already begun.

Integrity

**Command and Control:
Defense's Use of Engineering Contractors for Acquiring Automated Systems**

GAO/IMTEC-91-19, Dec. 27, 1990

The Department of Defense relies on both in-house and outside technical expertise to design and develop highly complex command, control, communications, and intelligence systems. This report examines the extent to which Defense uses engineering support contracts for advice and direction in acquiring automated data processing systems. Defense data show that from fiscal years 1985 through 1989 Defense spent about \$3.4 billion for engineering and technical support of system acquisitions. The Air Force was by far the largest user, accounting for over \$2 billion of the \$3.4 billion spent. Defense's annual expenditures went from \$494.5 million in fiscal year 1985 to \$891.7 million in fiscal year 1989, an 80-percent increase.

**Energy Management:
DOE Needs to Better Implement Conflict-of-Interest Controls**

GAO/RCED-91-15, Dec. 26, 1990

The Department of Energy (DOE) has 22 federally funded research and development centers that are managed and run by private corporations and universities under contracts with DOE. In fiscal year 1989, DOE paid these contractors almost \$8 billion; these contractors, in turn, awarded about \$3.2 billion to subcontractors. In response to concerns about subcontractor conflicts of interest, GAO looked into the situation and found that while DOE's written policies and procedures provide guidance on how to spot and avoid conflicts of interest among subcontractors, DOE field offices have not been implementing these internal management controls. Contrary to DOE regulation, DOE's Albuquerque field office abdicated responsibility and allowed the research centers to make conflict-of-interest determinations themselves. Although GAO was unable to determine whether DOE's policies and procedures were, in practice, effective, GAO noted two management control problems. First, Albuquerque has relied extensively on subcontractor self-certification in making conflict-of-interest decisions even though certifications may not always be accurate. Second, Albuquerque's documentation of conflict-of-interest decisions is limited. GAO also found that neither Albuquerque nor DOE headquarters exercised effective oversight to ensure that conflicts of interest were avoided in the subcontracts awarded by the Los Alamos and Sandia National Laboratories.

Test and Evaluation:

The Director, Operational Test and Evaluation's Control Over Contractors

GAO/NSIAD-91-60, Dec. 21, 1990

The Director, Operational Test and Evaluation, uses contractors to assist with the operational test and evaluation of major weapon systems. Concerns have arisen that some of these contractors may have a conflict of interest; that is, they could be assessing the operational testing of the very weapon systems that they had helped to develop. This report (1) describes the nature and extent of the Director's management controls over contractor support, including measures to address possible conflicts of interest under omnibus contracts; (2) provides GAO's views on the Director's use of Federally Funded Research and Development Centers, particularly the Institute for Defense Analyses; and (3) determines the Director's use of the Institute during fiscal years 1987 through 1989 and identifies any possible conflicts of interest and the Institute's controls to avoid such conflicts. While the Director's policies and procedures for managing contractors comply with existing guidelines, GAO is concerned that the Institute is not now required to disclose to the

Director possible conflicts of interest arising either from its work for Department of Defense (DOD) organizations responsible for system acquisitions and development and testing or from its use of consultants.

**Health and Human Services:
Hispanic Representation and Equal Employment Practices in
Region VIII**

GAO/HRD-91-6, Nov. 20, 1990

This report looks into allegations of discrimination against Hispanics in hiring and promotion at the Department of Health and Human Services' (HHS) region VIII, located in Denver, Colorado. GAO found that during fiscal years 1981, 1985, 1987 and 1989, the overall representation of Hispanic employees in the region VIII work force, including Indian Health Service employees, exceeded the Hispanic representation in the regional civilian labor force. GAO's review of 19 competitive vacancy announcements, issued from January 1987 to January 1990, showed that region VIII generally processed them in accordance with federal policies and procedures and that Hispanic applicants fared well in the competitive selection process. Except for the Social Security Administration, however, the region has not compiled and analyzed race, national origin, and gender data on internal job applicants (those already employed at HHS). Consequently, the region lacked data on whether Hispanics applied for jobs commensurate with their numbers in the regional work force. In addition, some files were incomplete regarding how applicants were chosen for the best-qualified list. While HHS headquarters generally followed policies and procedures prescribed by the Equal Employment Opportunity Commission in handling formal discrimination complaints, complaint processing often exceeded the recommended time frame of 180 days, with some cases taking more than three years to settle.

**Employee Financial Disclosure:
CFTC System Affords Reasonable Protection Against Conflicts of
Interest**

GAO/GGD-91-3, Nov. 7, 1990

In GAO's view, the Commodity Futures Trading Commission (CFTC) has established a system of controls that, under current requirements, should adequately protect against conflicts of interest. In addition to restricting employees' outside financial interests, CFTC—an independent

regulatory agency—requires all employees to report annually any outside interests for CFTC’s review or to certify that they have no interests that might conflict with their CFTC duties. As specified in CFTC’s Code of Conduct, commodity futures contracts and certain investment transactions involving an actual commodity are the types of financial interests that all CFTC employees are to avoid. Although the disclosure system works well overall, GAO believes that CFTC can improve its administration of the system. Specifically, CFTC needs to (1) make conflict-of-interest decisions in a more timely manner, (2) ensure that confidential reports contain the information necessary for conflict-of-interest decisions, and (3) establish an ethics training program for all CFTC employees.

**Employee Financial Disclosure:
Farm Credit Administration System Is Generally Operating Effectively**

GAO/GGD-90-115, Sept. 27, 1990

GAO evaluated the implementation of ethics laws and regulations that govern the conduct and responsibilities of employees of the Farm Credit Administration, an independent executive branch agency. GAO concludes that the Farm Credit Administration has significantly improved the administration of its financial disclosure system but can further strengthen the prevention, detection, and resolution of conflicts of interest. Such steps should include more closely monitoring the status and disposition of disclosure reports and more fully implementing requirements of the Ethics in Government Act of 1978 and related Office of Government Ethics regulations.

**EDA:
Treatment of Blacks at the Economic Development Administration in the 1980s**

GAO/HRD-90-148, Sept. 26, 1990

GAO examined allegations concerning the treatment of blacks at the Economic Development Administration (EDA) in the Department of Commerce. These allegations, raised by a former EDA employee, involved (1) personnel and equal employment opportunity matters affecting black EDA employees and (2) programmatic decisions dealing with the award of grant funds and how these activities affected black applicants. GAO could not review allegations about incidents occurring between fiscal

years 1981 and 1984 because documentation was unavailable; EDA generally does not keep records and files for more than three years. However, GAO does discuss the number, bases, and resolutions of formal discrimination complaints filed by black employees at EDA during fiscal years 1985 to 1989. During fiscal years 1986 through 1989, blacks were relatively well represented in all federal job categories and grade levels at EDA when compared with the national civilian labor force, even though EDA's funding and staffing levels had decreased significantly. EDA generally prepared annual affirmative action employment plans and accomplishment reports as required, although it did not always follow through on actions stated in its affirmative action employment plans. Data on the extent that minorities benefitted from EDA grants were unavailable, as were data on the number of jobs created for minorities.

**Financial Disclosure:
USDA's Systems Limited by Insufficient Top Management Support**

GAO/GGD-90-100, July 13, 1990

Every American has the right to expect that public servants will abide by high ethical standards and will not use their offices for personal gain. To ensure these standards, the government requires certain employees to disclose outside financial interests and to resolve any conflicts between those interests and their official duties. GAO looked at the Department of Agriculture's (USDA) systems for obtaining and reviewing financial disclosure reports and questions whether they adequately detect and resolve conflicts of interest. Weaknesses have persisted in the systems for more than a decade because key USDA officials have not made establishing effective systems a high priority. The current USDA official responsible for the program, however, has responded favorably to GAO's recommendations and appears committed to making needed improvements.

**Government Civilian Aircraft:
Use of Government Aircraft by the Attorney General and FBI
Director**

GAO/GGD-90-84, June 15, 1990

GAO reviewed travel by the Attorney General and the Director of the FBI on government aircraft. These planes are made available for security reasons. Each year the Attorney General and the FBI Director receive numerous death threats. During the period GAO reviewed, the Attorney

General and FBI Director took 75 trips on government aircraft. Most of the trips were to give speeches, attend meetings, or visit field locations. During their trips, the Attorney General and FBI Director were often accompanied by their wives or other passengers who were not Justice employees. While GAO believes that providing for executives' security may be an inherently governmental function, transporting them on Justice aircraft is not. GAO's analysis found that private lease or rental aircraft services could satisfy concerns about ensuring personal safety and providing secure communications.

**Government Consultants:
Agencies' Consulting Services Contract Obligations for FY87 and FY88**

GAO/GGD-90-72FS, May 7, 1990

This fact sheet provides information on the extent to which federal civilian agencies incurred obligations for consulting services contracts for fiscal years 1987 and 1988. GAO found that total obligations for these years were \$4.1 billion and \$4.9 billion, respectively. These amounts are listed by agency in appropriation bill format in the fact sheet.

**DOD Revolving Door:
Few Are Restricted From Post-DOD Employment and Reporting Has Some Gaps**

GAO/NSIAD-90-103, Feb. 27, 1990

Revolving door legislation prohibits certain former Department of Defense (DOD) civilian employees and military officers from accepting compensation from defense contractors for two years after leaving DOD. GAO found that DOD and defense contractors have set up procedures to comply with the legislation, including provisions requiring defense contractors to report the names and duties of former DOD personnel to whom they paid compensation for the first two years after leaving DOD. GAO found that the legislation limited few DOD personnel from obtaining post-DOD employment with defense contractors. In addition, some employees covered by the legislation may have been granted permission to accept contractor employment through a misinterpretation of the post-DOD employment restriction. Further, GAO found that some contractors' reports did not include all the former DOD personnel covered by the reporting requirement. GAO recommends that DOD further clarify and define the term "indirect compensation" to ensure uniform reporting by

defense contractors of former DOD personnel who work for consulting firms.

**Government Ethics:
HUD Financial Disclosure Reports Missing or Not Reviewed**

GAO/GGD-90-51, Feb. 6, 1990

As part of its review of the government's use of experts and consultants, GAO looked at whether these individuals have been filing the financial disclosure statements used to identify and avoid conflicts of interest arising from an employee's personal financial interests and his or her federal duties. At the Department of Housing and Urban Development (HUD), GAO found that the system for obtaining and reviewing disclosure statements was extremely weak, both for regular employees and for experts and consultants. Out of a sample of 62 experts and consultants, HUD never received disclosure statements from 52 of them. While agencies are required to review public disclosure statements within 60 days of filing for possible conflicts of interest, none of the 62 statements had been reviewed more than 100 days after filing. HUD attributed these problems to inadequate staff; however, GAO believes the main cause to be more fundamental—that HUD officials had not adequately discharged their duties. The Secretary of HUD is ultimately responsible for seeing that HUD has an effective program and for holding HUD officials accountable for doing their jobs. Overall, GAO cites the lack of the following as contributing factors: clearly defined responsibilities, formal written procedures, enough management responsibilities, adequate staff, and adequate leadership to manage the program. HUD said that wholesale improvement of its ethics program is a priority and that it has begun responding to GAO's recommendations. HUD's reforms include the creation of a new Office of Ethics and the complete restructuring of the financial disclosure system.

**Personnel Practices:
Questionable Personnel Practices at the U.S. Fish and Wildlife Service**

GAO/GGD-90-43, Jan. 23, 1990

In a controversial move that prompted protests from 20 Members of Congress, Frank H. Dunkle, the former director of the Fish and Wildlife Service, removed the Portland, Oregon, regional director and reassigned his two assistants in March 1989. That same month, Mr. Dunkle was

reassigned from his position as director to another position within the Fish and Wildlife Service. GAO reviewed Mr. Dunkle's personnel policies and actions and identified 72 positions that were created during his tenure. Of the 72, 31 were special/confidential assistant and senior executive positions, more than twice the number of such positions created by his immediate predecessor. GAO has concerns about the propriety, necessity, position descriptions, and supervisory relationships of 22 of the 72 positions. These 22 positions were still occupied at the time of GAO's work, and the Fish and Wildlife Service was paying about \$1.6 million in salary and benefits for them. According to most top-level Fish and Wildlife Service executives, Mr. Dunkle did not create an environment in which employees believed that positions were being created and filled to improve the organization. GAO also has concerns about the authority used to appoint the former director to his next position in the agency. Since the Department of the Interior indicated it does not plan to stop the practices that GAO found questionable or inappropriate, Congress may wish to intercede.

**Federal Employees:
Commerce Department's Reclassification of Three Managerial
Positions**

GAO/GGD-90-41, Jan. 18, 1990

GAO looked into allegations about improper classification of three top management positions at the Department of Commerce's Office of Finance and Federal Assistance. In 1984 and 1985 the Commerce Department moved the three positions from the Accounting and Budget Group to the administrative and clerical grouping. It was alleged that the positions had been improperly classified, at least in part, to put unqualified persons in accounting positions. It was further alleged that the misclassification relegated the top accounting position at the departmental level to too low a level relative to the importance of the accounting functions. GAO asked the Office of Personnel Management's (OPM) opinion on the situation. OPM concluded that two positions—the Director of the Office of Financial Management and the Chief of the Financial Management Division—were more appropriately categorized in the Accounting and Budget Group. While OPM preferred that the third position—the Director of the Office of Financial Management—also be classified in the Accounting and Budget Group, it accepted Commerce's classification because of the authority agencies have in classifying senior executive service positions. Commerce, saying it had misinterpreted the classification guidelines, reclassified the two positions in the

Accounting and Budget Group in July 1989. GAO is concerned that Commerce, when filling the position of Director of the Office of Financial Management, may have given an employee an unfair promotion advantage, thereby violating merit principles regarding fair and open competition. Because the Office of Finance and Federal Assistance provides technical supervision over Commerce's seven accounting systems that control over \$2 billion annually, GAO believes the Director of the Office of Financial Management—now a grade 14—should be at a higher management level and should be qualified to do technical supervision. Commerce said it is working on creating a new chief financial officer position.

Testimony

Office of Government Ethics' Oversight Role GAO/T-GGD-90-48, June 5, 1990

GAO testified on the Office of Government Ethics' (OGE) oversight of executive agency ethics programs. GAO specifically discussed OGE's overall approach to auditing executive agencies' ethics programs and the extent to which it has complete audits of those agencies. GAO also discussed the recommendations that OGE made to the Departments of Agriculture, Housing and Urban Development, and State between 1981 and 1989, the status of those recommendations, and steps OGE should take to better ensure that agencies implement its recommendations.

Stewardship

Army Automation: Decisions Needed on SIDPERS-3 Before Further Development

GAO/IMTEC-90-66, Sept. 5, 1990

During its September 1989 review of the Army's Standard Installation/Division Personnel System III (SIDPERS-3), the Department of Defense's Major Automated Information System Review Committee raised significant concerns about whether the Army had selected the best program available in terms of system cost, hardware, and software. SIDPERS-3 is an automated personnel management system intended to automate organizational and personnel recordkeeping, manpower accounting, and personnel management reporting. In spite of these concerns, the committee let the Army continue system design and development. GAO believes that the committee instead should have had the Army stop additional work until committee concerns were resolved. Moreover, the Army still has

not adequately addressed committee concerns about the use of alternatives and the Ada programming language. In the meantime, the Army has paid a contractor about \$6 million for continuing technical design and software development of SIDPERS-3. Finally, this automated personnel system may be contrary to a recent Defense initiative to establish single systems, such as one for personnel, at each military service and Defense agency.

**Federal Workforce:
Selected Sites Cannot Show Fair and Open Competition for Temporary Jobs**

GAO/GGD-90-106, Sept. 5, 1990

From a practical perspective, GAO endorses the delegation of appointment authority from the Office of Personnel Management to agencies to meet their staffing needs. However, GAO's review at six civilian agencies found that while most temporary appointments were made for appropriate reasons, about one-fourth were not. Agency officials said that they adhered to merit principles in making temporary appointments, yet they lacked records that could prove this. Only by documentation can agencies demonstrate that they have complied with requirements; verbal assurances are not enough. OPM's revised guidance should help agencies better understand when the use of temporary appointments is inappropriate. GAO believes, however, that agencies must more fully appreciate the need to comply with the documentation requirements. Such documentation should be viewed as more than bureaucratic "make work," particularly since inadequate records preclude an assessment of whether all qualified applicants received a fair and competitive chance for employment. GAO recommends that OPM oversee use of delegated authority on a regular basis until adequate agency oversight exists. If, over time, OPM finds that agencies do not increase oversight and ensure compliance, OPM should consider revoking the authority from the non-complying agencies.

Budget Issues: Human Resource Programs Warranting Consideration as Human Capital

GAO/AFMD-90-52, Apr. 30, 1990

GAO's proposal for restructuring the current unified budget did not include human capital programs in the capital component. As a result, GAO was asked to examine federal human resource programs that might

be included in a capital budget. Human capital is not clearly defined in either the public or the private sector. The Office of Management and Budget uses the term "human resources" in the budget to describe federal programs designed to enhance individuals' well-being. GAO identified 154 such federal programs warranting consideration as human capital investments, with total outlays of \$534 billion in fiscal year 1988. GAO classified these programs into four categories: (1) education and training (\$25 billion), (2) health (\$131 billion), (3) social assistance (\$69 billion), and (4) retirement and disability (\$309 billion). In the private sector, many economists and researchers agree that some education and training programs are investments in human capital. However, there is no consensus on what other programs should also be classified as human capital.

**Retirement System:
Concerns About OPM's FERS Automated Processing System
Procurement**

GAO/IMTEC-90-45, Apr. 4, 1990

GAO reviewed a planned \$54 million procurement by the Office of Personnel Management (OPM). OPM plans to develop an automated system to support the Federal Employees Retirement System (FERS). OPM also plans to buy hardware compatible with IBM equipment for the new system. GAO found that the technical specifications in the FERS request for proposals were not unduly restrictive. GAO also found that OPM did not act improperly in obtaining assistance from two outside sources in developing the request for the proposal. However, in seeking to reduce project risk, OPM required prospective vendors to meet six experience requirements on a strict go/no-go basis. GAO believes that OPM's objective of reducing risk was proper but that the go/no-go basis for evaluation may have unnecessarily restricted competition for the procurement. Further, even after complaints by potential offerors that the go/no-go requirements were overly restrictive, OPM did not adequately evaluate the effect of these requirements on potential competition. GAO believes OPM should see if a less restrictive approach, like awarding offerors points for their experience, would meet the agency's minimum requirements.

**Export Promotion:
Personnel Management Issues in the U.S. and Foreign Commercial
Service**

GAO/NSIAD-90-51, Mar. 16, 1990

This report (1) updates GAO's 1987 review of personnel management issues in the U.S. and Foreign Commercial Service, the export arm of the International Trade Commission, and (2) identifies new personnel management issues affecting service provided to the U.S. business community. Since the 1987 review, GAO found that the Service has improved the administration of its personnel system. Assignment, selection, and appraisal policies have been clarified or revised, and more documentation is now being required to support personnel decisions. GAO did not find evidence of morale problems such as those found in its 1987 review. In addition, senior officials GAO spoke with seemed optimistic about the prospects for more improvements under the direction of the new Director General. However, GAO did find that some assignment and selection processes were questionable and continue to diminish the credibility of the Service's personnel management system. In addition, the commercial staff levels in Taiwan are not in compliance with the requirements of the Omnibus Trade and Competitiveness Act of 1988.

**Air Force ADP:
The Personnel Concept III System Is Not Ready for Deployment**

GAO/IMTEC-90-22, Feb. 27, 1990

GAO reviewed the Air Force's development of the Personnel Concept III system, an automated system that is designed to allow users at the unit command level automated access to an existing personnel system at Air Force bases. The Air Force plans to begin deployment at the first of 125 bases in the spring of 1990. The Air Force intends to deploy the system, estimated to cost \$550 million, despite the fact that the system (1) is only partially developed and tested, (2) has not yet passed significant parts of these tests, (3) is based on a hardware design selected without fully analyzing requirements or alternatives, and (4) was justified on the basis of unsupported claims of personnel savings. GAO recommends that the Department of Defense delay procurement of the system until it is fully developed and tested, and the hardware chosen is shown to be the best to meet requirements.

**Office of Personnel Management:
Better Performance Information Needed**

GAO/GGD-90-44, Feb. 7, 1990

The Office of Personnel Management (OPM) is a main source of services for the federal government; people seeking federal jobs; and 9 million

federal employees, retirees, and their dependents. But how well does OPM assess the quality, effectiveness, and efficiency of the services it provides its customers? GAO looked at OPM retirement and health insurance programs, employee background checks, recruitment and training, and evaluations of personnel activities at other agencies. Although GAO found that OPM already has performance measures and standards in most areas, certain improvements could be made. For instance, many key services lack the full range of potential performance measures and standards. In particular, there are very few performance standards for efficiency or customer satisfaction. In addition, although many performance measures exist at lower management levels, less concise performance information is found at the directorate level. This lack of information limits the director's ability to track how well OPM is doing in many key areas. Finally, linking performance standards and expectations for organizational units more closely to the performance workplans of the unit's managers would make managers more accountable for results.

Testimony

Observations on GAO's Experience in Implementing an Independent Personnel System

GAO/T-ACG/OPS-90-1, July 26, 1990

The GAO Personnel Act of 1980 authorized GAO to create its own personnel system—one that is independent of executive branch involvement. An important outcome of GAO's separate personnel system has been the minimization of potential conflicts of interest between GAO oversight of these agencies and the authority that they formerly held over GAO's personnel system. GAO discussed aspects of its personnel system—including recruitment, hiring, pay, and position classification—in which the flexibility to design its own systems and procedures has been particularly beneficial. GAO also discussed aspects of its grievance and appeals procedures.

Selected Personnel Practices of the Voice of America Warrant Management Attention

GAO/T-NSIAD-90-49, June 19, 1990

In response to employee complaints, GAO reviewed personnel practices at the U.S. Information Agency's Voice of America (VOA) and Radio Marti to see if there were systematic personnel practices that management should address. GAO testified that in some cases, the problems were not

as dire as the employees had alleged. The lack of supportive documentation and/or the lapse in time since some of the incidents occurred prevented GAO from making a determination of the validity of some of the specific allegations. However, GAO's review did find inadequate controls over time and attendance; weaknesses in the administration of certain contracts; differences in grade structures between VOA divisions, which caused dissension; underrepresentation of women and minorities, especially in the senior or supervisory ranks; limited employment rights for noncitizen employees; and inappropriate use of excepted service hiring authority. GAO testified that VOA has responded to several of these issues.

Issues to Consider in Consolidating the Library Police Force With the Capitol Police Force

GAO/T-AFMD-90-13, Mar. 30, 1990

GAO testified on the preliminary results of its review of the issues to be considered regarding the possible consolidation of the Library Police Force with the Capitol Police Force. These issues include the Librarian's authority for security, union representation, compensation and benefits, and training. GAO notes that there are significant differences in the way the two forces are administered and believes it would be prudent to resolve these differences before consolidation takes place. GAO also identified a number of actions the Librarian should consider taking to reduce the cost of operating the Library Police.

Federal Agency Organization and Management

Government Printing Office: Monopoly-Like Status Contributes to Inefficiency and Ineffectiveness

GAO/GGD-90-107, Sept. 26, 1990

From Census forms to top secret manuals, the federal government spends over a billion dollars each year on the printed word. Much of this work falls to the Government Printing Office (GPO), a legislative branch agency that has a monopoly-like role in providing government printing services. While this arrangement was originally intended to ensure efficiency, it now perpetuates inefficiency by insulating GPO from market forces; GPO has little incentive to improve operations and provide quality services at competitive rates. GPO's operations are characterized by (1) costly, sometimes wasteful in-house production that relies on outdated equipment and disregards efficiency and quality; (2) a procurement system that lacks necessary and readily available performance information and continues to award contracts to poorly performing contractors; (3) poor communication with customers and poor systems for tracking and resolving customer complaints; and (4) weak accountability. This general management review offers recommendations to the Public Printer and to Congress on how to improve GPO's operations. It also provides a framework for defining GPO's future role in government printing.

Information Management: Immigration and Naturalization Service Lacks Ready Access to Essential Data

GAO/IMTEC-90-75, Sept. 27, 1990

GAO found that the Immigration and Naturalization Service's (INS) information resources management problems are varied. Program and management data are kept in a loose collection of automated information systems as well as a number of ad hoc, labor-intensive manual systems. These information systems contain incomplete and inaccurate data that cannot be effectively accessed or shared. Further, because of the autonomy of INS' regional and central office, redundant systems have been developed. The result is that INS managers and field officials lack adequate, reliable, and timely information with which to do their jobs. Top managers, for example, cannot measure program performance and field office productivity. In many cases, INS lacks the information needed to (1) identify, apprehend, and deport criminal aliens; (2) process an alien's application for benefits; and (3) account for or collect fees owed

to the government. An overriding problem is that INS' information resources management plan offers conceptually sound goals but little direction on how to meet them. While INS has tried to enhance systems' capabilities and improve its information resources management planning process, a concerted effort and long-term commitment by agency leadership is needed to solve INS' information resources problems.

**Management of VA:
Implementing Strategic Management Process Would Improve Service to Veterans**

GAO/HRD-90-109, Aug. 31, 1990

With an annual budget of about \$30 billion, the Department of Veterans Affairs (VA) provides a range of services to America's veterans, including medical, housing, insurance, education, income, and burial assistance. Through affiliation with medical schools and support of research that benefits veterans' health care, VA also educates and trains many of the nation's medical practitioners. VA faces many challenges today, and chief among them are outdated VA medical facilities and a swiftly aging veteran population. GAO's management review of VA (1) identifies lessons learned from past VA departmentwide strategic management processes and (2) develops a flexible secretarial-level strategic management process that could be adapted to VA.

**Public Debt:
Management Actions Needed to Ensure More Accurate Accounting**

GAO/GGD-90-54, May 31, 1990

The nation's public debt now exceeds \$2.8 trillion, and interest on that debt cost taxpayers \$239 billion—about 16 percent of total budget outlays—in fiscal year 1989. The Department of the Treasury's Bureau of the Public Debt (1) borrows and accounts for funds and (2) reports the outstanding public debt and related interest. GAO found that inadequate oversight of operations by Bureau management has resulted in long-standing internal control and accounting system weaknesses. The Bureau's internal control and accounting systems do not conform to Comptroller General standards. The weaknesses have led to billions of dollars of differences in the records that account for the outstanding public debt and related interest. These differences are largely attributable to untimely reconciliations. Bureau management began to develop

a replacement accounting system in fiscal year 1986 and plans to implement it in fiscal year 1991. However, in order for the new system to correct existing problems, management will need to monitor operations better to ensure that transactions are recorded accurately and timely and that errors are corrected promptly.

**Information Resources:
Management Commitment Needed to Meet Information Challenges**

GAO/IMTEC-90-27, Apr. 19, 1990

As part of its ongoing general management review, GAO evaluated information resources management at the Department of Veterans Affairs (VA). GAO found that top managers at VA do not have information readily available to assess the quality of health care or the effectiveness of services provided to veterans. VA information is now contained in over 150 fragmented automated systems and in multiple, ad hoc manual systems. The information is neither efficiently collected nor easily accessed. These weaknesses have hindered VA's ability to effectively manage programs and have contributed to service delays. Because VA lacks a structured approach to systematically plan, prioritize, and implement its near- and long-term information needs, the agency cannot effectively evaluate its own performance and fix accountability. Individual agency components—medical, benefits, and national cemetery—strive to automate and improve technology, but their very autonomy hinders development of an integrated information resources management program at VA. Further, VA has not sufficiently developed or implemented policies to foster systems integration and data sharing. VA has started to correct these deficiencies by streamlining its central information resources management organization and by developing a process that would include strategic planning. But remaining challenges will require continued VA commitment and support.

**IRS' Reorganization:
IRS Senior Executives' Views on the Impact of the 1987
Reorganization**

GAO/GGD-90-45, Mar. 8, 1990

As an outgrowth of a joint general management review of the Internal Revenue Service (IRS), GAO and IRS agreed to survey IRS senior executives about their perceptions about the effectiveness of a 1987 reorganization

of top-level positions. Overall, IRS senior executives found the reorganization to be positive but had mixed views about how well it achieved its stated goals. They believed that it helped organizational communication and decisionmaking but had little impact on strengthening managerial accountability throughout IRS. In October 1989, IRS created three new positions—Chief Information Officer, Chief Financial Officer, and Controller—to further strengthen managerial accountability.

**U.S. Department of Agriculture:
Need for Improved Workforce Planning**

GAO/RCED-90-97, Mar. 6, 1990

This is the second report stemming from GAO's management review of the Department of Agriculture (USDA). Because USDA is faced with managing new technologies and crosscutting program issues as well as rapidly changing workforce demographics, GAO believes the time is right to begin systematically planning for USDA's workforce needs. The report describes the need for improved workforce planning and recommends that a framework be developed at the departmental level to guide USDA agencies in developing consistent and effective workforce plans.

**Management of HHS:
Using the Office of the Secretary to Enhance Departmental
Effectiveness**

GAO/HRD-90-54, Feb. 9, 1990

Secretaries of the Department of Health and Human Services (HHS) shoulder responsibilities for budgets totaling hundreds of billions of dollars, for hundreds of programs, and for decisions that affect the health and welfare of millions of Americans. This management review of HHS concludes that the lack of an effective management system within the Office of the Secretary has hampered the ability of HHS Secretaries to manage their tremendous responsibilities. GAO believes such a system should help Secretaries understand and identify emerging policy and management issues, establish clear goals and objectives for these issues, and develop strategies to accomplish the goals and objectives. The system must also include accountability dimensions that enable the Secretary to monitor and track HHS' progress in achieving its goals and objectives, oversee the operations of programs and activities that have been delegated to others, and provide feedback to, and communicate with, HHS' components.

Testimony

OMB Management Leadership
GAO/T-GGD-91-1, Oct. 3, 1990

Tackling the government's severe management problems requires different behavior on the part of the Office of Management and Budget (OMB), the agencies, and Congress. The Comptroller General testified that in area after area, the government's ability to deliver service to the public and to account for public resources is deteriorating. The scandal at the Department of Housing and Urban Development, massive cost overruns and delays in the development of government computer systems, and the decaying transportation infrastructure are examples of government failure to invest either in programs to meet urgent needs or in the basic management systems needed to ensure proper accountability for program performance. Government decisionmaking has narrowly focused on seeking short-term solutions rather than on planning for long-term needs. GAO believes that OMB has an important leadership role to play and has started some worthwhile initiatives. But if past is prologue, implementation will suffer in the absence of strong, consistent leadership and direction.

Government Printing Office: General Management Review
GAO/T-GGD-90-57, July 19, 1990

The Government Printing Office (GPO) opened for business in March 1861 with the expectation that it would lower the cost of government printing. Today, however, GPO is insulated from market forces because of its legal control over most federal printing; the result has been higher costs and unresponsiveness to customer needs. GAO testified on its management review of GPO. GAO discussed (1) the need to define GPO's future role in providing printing services to the government and (2) operational problems at GPO that can be addressed in the short term.

How to Enhance Congressional Oversight
GAO/T-GGD-90-40, May 8, 1990

The federal government now confronts a myriad of crises, the Department of Housing and Urban Development scandal, the savings and loan crisis, and air traffic control modernization among them. Yet all of these problems can be traced in part to a basic failure to effectively manage government programs and adequately prepare for the future. GAO testified on how congressional oversight of federal agencies and programs can be enhanced. First, it is important for Congress to engage in a continuing dialogue with agency political leadership concerning the future

course of the agency. Second, as problems with program implementation are identified, Congress must insist that agency officials develop plans and timetables for correcting the problems. Third, Congress needs to make it clear to agency officials that they will be held accountable for taking effective corrective action. GAO also discussed its continuing efforts to help Congress in its oversight role.

Major Government Business Operations

Postal Service

Postal Service: Contractor Performance—Express and Priority Mail Transportation

GAO/GGD-91-13, Dec. 27, 1990

GAO reviewed the Postal Service's award of an express and priority mail transportation contract to Air Train, Inc. (later renamed Emery Worldwide Airline, Inc.), and the contractor's performance under that contract. The contract says that the minimum acceptable performance for meeting express and priority mail delivery times at destination cities is 98 percent of the time. GAO found that after the initial start-up week, the on-time performance requirement was met for 54 of 57 weeks. In addition to the on-time requirement, the contractor is expected to deliver all express and priority mail to destination cities without leaving any mail behind, either at the originating city or at the hub (where the mail is sorted). GAO found that Air Train failed to meet these standards 10 out of 57 weeks.

Postal Service: Cost of Meetings and Conferences

GAO/GGD-90-66FS, Mar. 9, 1990

GAO examined the scheduling of five meetings for Postal Service traffic managers during fiscal year 1989. These meetings were held in Naples, Florida; Denver, Colorado; Wailea, Island of Maui, Hawaii; Scottsdale, Arizona; and Marina Del Rey, California. This fact sheet discusses total expenses involved, including travel, lodging, and food and alcoholic/non-alcoholic beverage costs.

Conflicts Between Postal and Municipal Boundaries

GAO/T-GGD-90-47, June 7, 1990

The Post Office spends about \$40 billion a year to provide daily mail delivery (six days a week) to 116 million addresses. ZIP codes make this complex system workable. Some people, however, live in one municipality but are assigned the mailing address of another. Many people have complained that the widespread use of such mailing addresses can delay delivery of emergency medical help, increase automobile insurance rates for affected residents, and result in improper assessment of wage and sales taxes. GAO testified on two pieces of legislation that have been introduced in response to these concerns. H.R. 2380 would allow

Testimony

local government officials, without Postal Service agreement, to assign ZIP codes to coincide with municipal boundaries. H.R. 2902 would allow the use of a city name other than the one desired by the Post Office and indicated by the ZIP code. GAO is concerned that these bills could be expensive and disruptive to mail delivery service. As a result, GAO cannot support either legislation. GAO notes, however, that there are other alternative solutions for resolving some of the addressing problems on a case-by-case basis.

Postal Service Oversight

GAO/T-GGD-90-36, Apr. 24, 1990

While 1989 was a year of challenge and controversy for the Postal Service, the Service faces a critical juncture in 1990 as it addresses disappointing financial performance, a newly filed rate case, and a new round of bargaining with its unions. GAO's testimony summarizes its work at the Postal Service over the past year, describes the Service's recent financial performance, and comments on the competitive challenge facing the Service in coming years.

Financial Performance of the U.S. Postal Service

GAO/T-GGD-90-16, Feb. 7, 1990

The Postal Service's financial performance during 1989—a profit of \$61 million—was well below the \$600 million profit anticipated at the start of the year. The disappointing financial performance of 1989 will continue into 1990 when the Postal Service expects to post a \$1.6 billion deficit, the largest in its history. The productivity potential of automated equipment is critical to the Service's ability to control future costs. GAO's analysis of 1989 processing costs indicates that productivity gains were insufficient to offset the cost of increased mail volume and were dwarfed by the increase in per-hour labor costs. Unless productivity improves substantially or growth in labor costs is constrained, mail service will become increasingly less competitive with other forms of communication and information delivery.

General Services

Facilities Location Policy:

GSA Should Propose a More Consistent and Businesslike Approach

GAO/GGD-90-109, Sept. 28, 1990

The location of government agency facilities can have a profound effect on operating costs and on recruitment and retention of employees. Developments in telecommunications have given employers more flexibility in making location decisions. Although agencies are required to give first priority to rural areas, GAO found that this has not been an important factor in location decisions. Almost 88 percent of federal civilian workers are located in metropolitan areas—an increase of three percent since 1980. Agencies that grew during the 1980s attributed the rise in urban locations to the demands of agency missions and to the need for proximity to the populations they serve. Political considerations, inertia, and short-term budget pressures also can affect location decisions in practice. GAO believes that agencies should more systematically consider locality incentives and technology advancements in making location decisions and that a more consistent and cost-conscious federal location policy is warranted. Because the General Services Administration (GSA) is the central management agency responsible for governmentwide facility management policies, GAO believes that GSA should develop a proposed location policy for congressional consideration that would provide broad guidance for agencies.

**GSA Airline Contracts:
Contract Awarded to Eastern Air Lines to Transport Government Travelers**

GAO/GGD-90-96FS, Aug. 17, 1990

In response to concerns that Eastern Air Lines received a contract for travel services between specific pairs of cities even though it was reorganizing its operations under federal bankruptcy laws, GAO reviewed the General Services Administration's (GSA) program that awards contracts to airlines for federal employee travel. This fact sheet examines (1) GSA's contractor qualification and selection factors for awarding airline travel contracts, (2) Eastern's 1990 contract award and contract performance, and (3) whether a contractor may sell its routes to another party.

**Mail Management:
GSA Needs to Improve Support of Agency Programs**

GAO/GGD-90-49, Aug. 7, 1990

Each year federal agencies spend about \$1.7 billion on mail operations. Postage alone cost the agencies \$965 million in fiscal year 1988—an increase of 52 percent from fiscal years 1979 to 1988. Agency mail

volume, however, increased only six percent during that same period. The General Services Administration (GSA) is responsible for finding ways to reduce government mail costs. Yet GAO found that GSA support for agencies' mail programs has dwindled and is not commensurate with the need for central agency leadership. GSA largely ignores mail management in its oversight of agencies' information resources management programs, issues skimpy and untimely guidance, provides no direct help and inadequate training delivery, and does not identify or advocate governmentwide concerns. As a result, GSA has failed to seize opportunities to improve government mail operations or to cut agency mail costs through expanded use of contracting and other means. GSA lacks a comprehensive plan for focusing its mail management program, and it needs a carefully crafted strategy to obtain agency support for a governmentwide mail program.

**General Services Administration:
Delegated Buildings Adequately Operated But Better GSA Oversight
Needed**

GAO/GGD-90-76, May 15, 1990

GAO reviewed the General Services Administration's (GSA) Building Delegation Program. This program represents a fundamental change in GSA's role because it has delegated to some tenant agencies the day-to-day building operation responsibilities, such as cleaning and repairs. Although evidence suggests that the program works and agency officials believe the quality of building services has improved, GSA cannot determine whether delegated building services are cost-effective because GSA lacks all cost and performance data to oversee the program. Also, GSA's required building cost data for standard-level services are frequently inaccurate or never received. Further, not all GSA regions analyze the building cost data to identify inefficient operations.

Testimony

Barriers to Installing Energy-Efficient Lighting in Federal Buildings
GAO/T-GGD-90-54, July 11, 1990

Every year the federal government spends about \$4 billion on energy for its 500,000 buildings. In November 1988, Congress passed legislation that seeks to reduce total energy consumption in federal buildings 10 percent by 1995. Efficient lighting is one of the key elements in reducing energy usage in buildings. GAO testified on the barriers to installing energy saving fluorescent light bulbs in federal buildings.

Achieving Cost Efficiencies in Commercial Activities

GAO/T-GGD-90-35, Apr. 25, 1990

The objective of the A-76 program is to achieve efficiencies by encouraging competition between the federal workforce and the private sector for providing quality commercial services needed by government agencies. GAO testified on its work on the Office of Management and Budget's (OMB) Circular A-76 and on H.R. 4015, the Commercial Activities Contracting Procedures Act of 1990. GAO believes that legislating a commercial activities cost-study program, as proposed in H.R. 4015, would remove any doubt about the A-76 program's importance. As a result, agencies would assign greater priority and resources to doing cost studies. Also, in theory, requirements for agencies to collect and report activity cost and savings data should result in more accurate cost studies and more reliable savings estimates. However, GAO is concerned that H.R. 4015 by itself may not remove several obstacles that have historically hindered A-76 implementation.

**Non-Defense
Procurement**

**Agent Orange Studies:
Poor Contracting Practices at Centers for Disease Control
Increased Costs**

GAO/GGD-90-122BR, Sept. 28, 1990

This briefing report discusses efforts by the Centers for Disease Control (CDC) to study the effects of Agent Orange on the health of Vietnam veterans. GAO looked at how CDC used \$70.4 million it received from the Department of Veterans Affairs to do the studies. GAO also examined CDC's contracting and contract administration practices as they pertained to the studies.

**Government Consultants:
Agencies' Consulting Services Contract Obligations for FY87 and
FY88**

GAO/GGD-90-72FS, May 7, 1990

This fact sheet provides information on the extent to which federal civilian agencies incurred obligations for consulting services contracts for fiscal years 1987 and 1988. GAO found that total obligations for these years were \$4.1 billion and \$4.9 billion, respectively. These amounts are listed by agency in appropriation bill format in the fact sheet.

**ADP Bid Protests:
Better Disclosure and Accountability of Settlements Needed**

GAO/GGD-90-13, Mar. 30, 1990

The Census Bureau paid three bidders \$1.1 million to settle a protest on an \$80 million computer procurement because it believed it could not afford the time required to resolve a bid protest. News media accounts of this story suggested that the government's automated data processing (ADP) bid protest process had gone awry. GAO reviewed all ADP protests filed during the last half of fiscal year 1988 and found that computer companies were not flooding the government with bid protests and that no company routinely lodged protests. Agencies sometimes settled protests rather than contesting them, but agency payments to protesters were infrequent. With the exception of the Census Bureau case, none of the payments GAO reviewed were higher than \$150,000. However, the terms of settlements reached before a final decision is rendered are not required to be disclosed. GAO concludes that to help reduce the possibility of inappropriate settlements and ensure full accountability and visibility in the procurement process, the terms of all protest settlements should be disclosed in the motion to dismiss filed at the General Services Administration Contract Board of Appeals or in the notice of withdrawal filed with GAO. GAO also recommends that agencies bear the cost of bid protest payments authorized by the Board or by GAO.

**OMB Circular A-76:
DOD's Reported Savings Figures Are Incomplete and Inaccurate**

GAO/GGD-90-58, Mar. 15, 1990

According to the Office of Management and Budget (OMB), annual A-76 savings for fiscal year 1988 totaled over \$133 million. More than 80 percent of these reported governmentwide savings are attributable to the Department of Defense (DOD). Yet GAO's evaluation of DOD's savings data shows that OMB's figures do not accurately reflect the extent to which economy in government operations is being achieved. GAO found that neither DOD nor OMB has reliable information on which to assess the soundness of savings estimates or knows the extent to which expected savings are realized. Complete and accurate savings information would help to reduce some of the controversy surrounding the A-76 program. As mentioned in earlier GAO reports, agencies are not embracing the program and Congress has prohibited A-76 cost studies of certain functions.

In addition, there is no unanimity that the A-76 program is the appropriate way to get governmentwide efficiencies. The process is characterized as burdensome and time-consuming, agencies say the goals assigned them by OMB are unrealistic, and Congress has not fully accepted the program.

Federal Asset Management

Federal Properties

Navy Office Space: Consolidating Space in Northern Virginia for the Five Systems Commands

GAO/GGD-90-39FS, June 28, 1990

As part of its plan to upgrade its space in the National Capital Region, the Navy plans to consolidate its five Systems Commands at a single site in Northern Virginia. This fact sheet provides information on the cost of maintaining the five Naval Systems Commands in the Washington, D.C., area. Specifically, it (1) identifies where the Systems Commands are now located, (2) discusses the status of the current leases for these buildings, and (3) determines the status of efforts by the General Services Administration to negotiate a lease that consolidates the Systems Command in Northern Virginia.

Asset Forfeiture: Legislation Needed to Improve Cash Processing and Financial Reporting

GAO/GGD-90-94, June 19, 1990

Asset forfeiture is an important law enforcement strategy that allows the government to seize the property of drug traffickers and organized crime figures. Cash, cars, boats, planes, jewelry, and artwork have all been taken under the government's seizure authority. However, the Comptroller General has identified the government's asset forfeiture programs, which handle hundreds of millions of dollars annually, as high-risk areas warranting special audit efforts. Even the agencies involved—the Department of Justice and the U.S. Customs Service—agree that these programs have internal control problems. This report, one in a series on asset forfeiture programs, discusses the need for legislation that would (1) speed up the processing of uncontested seized cash and (2) increase congressional and agency oversight through stronger financial controls and reporting requirements. GAO also recommends that Justice and Customs more aggressively monitor their controls over seized cash held for evidence purposes.

Federal Construction: Use of Construction Management Services

GAO/GGD-90-12, Jan. 18, 1990

The federal government has selectively used the concept of construction management to some degree for two decades. Under the traditional sequential approach to construction, a client hires an architect/engineer to design a building and then hires a general contractor to build it. The construction management concept rearranges traditional construction responsibilities by adding a construction manager who represents the owner through the various stages of project design and construction. GAO's work at eight agencies showed that six civilian agencies had used some type of construction management; the two defense agencies had not used outside construction managers because they relied on in-house staff. While the experience at agencies has shown that private sector construction management techniques can be adapted to federal projects, agencies tend to use construction managers in an advisory role because the government has less flexibility than do private firms. In addition, factors like competition and conflict of interest rules discourage federal entities from using contractor construction management.

**Department of the Interior:
Bureau of Reclamation Aircraft Should Be Centrally Managed Like
Other Interior Aircraft**

GAO/GGD-90-20, Jan. 18, 1990

GAO examined the Bureau of Reclamation's use of government planes and found that the Bureau does not know if its aircraft operations are cost effective relative to commercial alternatives. Cost analyses to justify the need for in-house aircraft operations were never done. Valid flight-by-flight comparisons to justify the use of aircraft for administrative travel were also never done. GAO attributes this noncompliance with the Office of Management and Budget (OMB) aircraft management policies to (1) inadequate guidance and oversight by the Bureau and by the Department of the Interior and (2) inadequate and incomplete aircraft cost data. GAO found no compelling reason why the Bureau should own and operate aircraft independently of Interior's Office of Aircraft Services, which now owns and manages most of the agency's aircraft. GAO believes that making Bureau aircraft part of the Office of Aircraft Services fleet would better ensure that aircraft operations are cost effective and that the Bureau has complete and accurate cost data in complying with OMB's aircraft management policies.

Testimony

Oversight Hearings on Asset Forfeiture Programs
GAO/T-GGD-90-56, July 24, 1990

The Comptroller General considers the asset forfeiture programs of the Department of Justice and the Customs Service to be a high-risk area warranting special audit effort. GAO testified on the need for legislation that would strengthen the operations of the asset forfeiture programs by (1) putting millions of dollars in uncontested seized cash to use sooner through administrative forfeiture, (2) requiring audited financial statements, and (3) accelerating the sale of forfeited real property by guaranteeing purchasers against title defects resulting from the forfeiture proceedings. GAO also discussed program oversight and the status of efforts to fix the problems confronting the program.

Excess and Surplus Personal Property Transfer Program

GAO/T-GGD-90-49, June 7, 1990

GAO is required to report biennially to Congress on several aspects of the program for transfer of excess personal property to nonfederal organizations and donation of surplus personal property through the State Agencies for Surplus Property to nonfederal recipients. These reports must include (1) a full and independent evaluation of its operation and (2) an assessment of the extent to which the objectives of the public law have been fulfilled. Since 1980 GAO has issued four such biennial reports. GAO's testimony summarizes the findings of these reports.

Conflicting Values for Land Near the Columbia Hospital for Women

GAO/T-GGD-90-39, May 23, 1990

GAO testified on H.R. 2031, which would authorize the sale of government-owned land in the District of Columbia to the Columbia Hospital for Women. GAO had arranged for an appraisal of this land that estimated the fair market value at \$20 million on October 31, 1988. The Columbia Hospital for Women also obtained an appraisal. However, it estimated the market value of the land at \$9 million as of February 22, 1989. Unlike the appraisal prepared for the Columbia Hospital for Women, GAO's appraisal followed federal appraisal standards and, consistent with federal policy, determined the fair market value on the basis of the highest and best use standard. GAO concludes that its appraisal accurately estimated the fair market value of the property.

The Disinvestment in Federal Office Space

GAO/T-GGD-90-24, Mar. 20, 1990

For a variety of reasons, the federal government has, for nearly two decades, neglected its public buildings. Needed repair, construction, and

modernization projects have all been deferred. The resulting lack of modern, quality working space has begun to harm the ability of federal agencies to carry out their missions. Another consequence is an increasing reliance on costly leased office space. Annual lease costs have reached \$1.2 billion today and are projected to rise to \$2 billion in the mid-1990s. GAO believes that ideally, Congress should eliminate the current bias against federal ownership of office space by restructuring the current federal budget to include a capital component. In this testimony, GAO identified the main obstacles to increased capital investment in public buildings. GAO also makes several recommendations for a more long-term, cost-effective approach to meeting federal space needs.

Savings and Loans Bailout

Resolution Trust Corporation: Real Estate Activities in Austin, Texas

GAO/GGD-91-11FS, Nov. 15, 1990

This is one in a series of six GAO reports looking at Resolution Trust Corporation (RTC) activities in six geographic regions. This fact sheet examines RTC real estate holdings and property management activities in one of those areas—Austin, Texas.

Resolution Trust Corporation: Real Estate Activities in North Little Rock, Arkansas

GAO/GGD-91-15FS, Nov. 13, 1990

This is one in a series of six GAO reports looking at Resolution Trust Corporation (RTC) activities in six geographic regions. This fact sheet examines RTC real estate holdings and property management activities in one of those areas—North Little Rock, Arkansas.

Resolution Trust Corporation: Real Estate Activities in Houston, Texas

GAO/GGD-91-16FS, Nov. 13, 1990

This is one in a series of six GAO reports looking at Resolution Trust Corporation (RTC) activities in six geographic regions. This fact sheet examines RTC real estate holdings and property management activities in one of those areas—Houston, Texas.

**Resolution Trust Corporation:
Real Estate Activities in Southeast Pennsylvania**

GAO/GGD-91-4FS, Nov. 9, 1990

This is one in a series of six GAO reports looking at Resolution Trust Corporation (RTC) activities in six geographic regions. This fact sheet examines RTC real estate holdings and property management activities in one of those areas—Southeast Pennsylvania.

**Resolution Trust Corporation:
Real Estate Activities in Pine Bluff, Arkansas**

GAO/GGD-91-6FS, Nov. 9, 1990

This is one in a series of six GAO reports looking at Resolution Trust Corporation (RTC) activities in six geographic regions. This fact sheet examines RTC real estate holdings and property management activities in one of those areas—Pine Bluff, Arkansas.

**Resolution Trust Corporation:
Real Estate Activities in Bellevue, Washington**

GAO/GGD-91-18FS, Nov. 9, 1990

This is one in a series of six GAO reports looking at Resolution Trust Corporation (RTC) activities in six geographic regions. This fact sheet examines RTC real estate holdings and property management activities in one of those areas—Bellevue, Washington.

**Thrift Resolutions:
Estimated Costs of FSLIC's 1988 and 1989 Assistance Agreements
Subject to Change**

GAO/AFMD-90-81, Sept. 13, 1990

The Federal Savings and Loan Insurance Corporation (FSLIC) has been entering into an increasing number of assistance agreements, which provide financial assistance to the acquirers or to FSLIC-selected new management of insolvent thrifts. Beginning in August 1989, the Federal Deposit Insurance Corporation (FDIC) became responsible for monitoring and making payments on all FSLIC agreements. As of March 1990, FDIC estimated that the 96 assistance agreements FSLIC entered into during

1988 and 1989 would cost \$67 billion in payments to acquirers or new management. Of this amount, \$58 billion had yet to be paid as of March 31, 1990. FSLIC had initially estimated that these agreements would cost \$61.9 billion. However, future payments could be more than \$58 billion if real estate markets are worse than FDIC projected, interest rates are higher than the levels forecast by FDIC, and asset disposition strategies are not as successful in maximizing values as FDIC anticipates. In addition, costs other than assistance payments are being incurred as a result of these agreements—most significantly, decreased federal tax revenues.

**Bank Insurance Fund:
Additional Reserves and Reforms Needed to Strengthen the Fund**

GAO/AFMD-90-100, Sept. 11, 1990

Not since its birth in the Great Depression has the federal system of deposit insurance for commercial banks faced such peril. The Bank Insurance Fund has enough resources to handle the bank failures expected in 1990. Over the next few years, however, low reserves coupled with a recession could exhaust the Fund and force taxpayers to foot the bill. The leading cause of the banking industry's problems is the increasingly risky nature of the industry's loan portfolio, especially the growing number of nonperforming loans. GAO identified 35 banks that are in such dire straits that, without some form of recapitalization, they are likely to fail or require help within the next year. The failure of these banks would result in an estimated cost to the Fund of between \$4 billion and \$6 billion. GAO also identified many other banks that are at risk of failure within the next few years. GAO believes that everything possible must be done to avoid a repetition of the savings and loan disaster, which is now consuming billions in an unprecedented taxpayer bailout. GAO makes several recommendations to Congress, regulators, the accounting profession, and others to minimize the losses facing the thinly capitalized Fund.

**Failed Thrifts:
FDIC Oversight of 1988 Deals Needs Improvement**

GAO/GGD-90-93, July 19, 1990

Between January 1988 and August 1989, the Federal Savings and Loan Insurance Corporation (FSLIC) sold 181 insolvent thrifts to 91 acquirers. These 91 transactions were accompanied by assistance agreements that

specified the responsibilities of FSLIC and the 91 assisted thrifts. To help protect the government's interest, the assistance agreements included reporting requirements designed to enable the Federal Deposit Insurance Corporation (FDIC)—now responsible for managing these agreements—to oversee the assisted thrifts' disposition of the estimated \$50 billion in covered assets. GAO found that FDIC had not, however, given enough attention to overseeing the disposition of the assets and to managing the FSLIC assistance agreements. GAO was concerned that without adequate strategies governing the thrifts' disposal of assets, FDIC could not ensure that transaction costs were being minimized. Furthermore, the absence of guidance and monitoring systems exposed the government to potential fraud and abuse in the disposition of these assets—whose \$50 billion value FDIC has guaranteed. In June 1990, FDIC approved a strategic plan for the administration of the assistance agreements, together with a statement of goals and objectives. These documents, which are responsive to GAO's concerns, set forth target completion dates for issuing asset disposition policies, establish the needed management information systems, and expedite completion of the initial inventory audits.

**Failed Thrifts:
Better Controls Needed Over Furniture, Fixtures, and Equipment**

GAO/GGD-90-87, May 25, 1990

The Federal Savings and Loan Insurance Corporation (FSLIC) was, and now the Federal Deposit Insurance Corporation (FDIC) and the Resolution Trust Corporation (RTC) are, dealing with billions of dollars in assets from hundreds of failed thrifts. All steps to liquidate the thrifts, regardless of their magnitude, should be done well. One of these steps is disposing of furniture, fixtures, and equipment, which represents a relatively small proportion of the failed thrifts' total assets. GAO looked at the situation in FSLIC's Central Region in Dallas, Texas, and found that FSLIC did not carry out its responsibility to ensure that the furniture, fixtures, and equipment of the receiverships were effectively managed and liquidated. FSLIC headquarters and regional officials did not follow FSLIC policy on planning, contracting was not done on a competitive basis, and sound internal control standards of separation of duties were not observed. As a result, FSLIC may not have maximized the recovery of funds from the sale of furniture, fixtures, and equipment. Furthermore, FSLIC should have promptly compensated the receiverships for these items when they were taken and placed in FSLIC offices for its use.

Testimony

Resolution Trust Corporation: Status of Selected Management Issues
GAO/T-GGD-91-4, Dec. 6, 1990

From the inception of the Resolution Trust Corporation (RTC), GAO has been concerned about RTC's vulnerability to fraud, waste, and mismanagement for several reasons: the large dollar value of the assets under its control; the anticipated heavy reliance on private sector contractors, which requires proper RTC oversight; and the need for strong management information systems. As a result, GAO included RTC on its list of 14 federal programs at high risk for financial losses arising from internal control problems or mismanagement. In this testimony, the Comptroller General discusses how well RTC has done in the following areas: (1) establishment of its organization, (2) management of conservatorships, (3) resolution of failed thrifts, (4) sales of financial assets, and (5) management and disposal of real estate. To help Congress in making the critical assessment of whether RTC is on the right track, GAO plans to report again in 1991 on RTC's overall performance.

RTC Asset Management: Contracting Controls Need to Be Strengthened
GAO/T-GGD-90-53, Sept. 24, 1990

In view of the unprecedented federal contributions to the thrift crisis, the magnitude and value of the assets being managed by the Resolution Trust Corporation (RTC), and RTC's heavy reliance on many private sector contractors, it is extremely important that RTC have effective management control over the contracting process. In fact, GAO cited RTC in January 1990 as one of 14 federal programs at high risk for fraud, waste, and abuse. The Comptroller General testified that RTC has made progress but needs to do more to ensure that it has an effective management structure in place to manage the assets under its control, a full cadre of well-trained staff, sound contracting procedures, and effective controls.

Additional Reserves and Reforms Are Needed to Strengthen the Bank Insurance Fund

GAO/T-AFMD-90-28, Sept. 11, 1990 (same as GAO/AFMD-90-100, Sept. 11, 1990)

Asset Management: Resolution Trust Corporation Needs to Build a Strong Foundation to Support its Asset Disposition Efforts

GAO/T-GGD-90-38, May 4, 1990

The asset disposition job facing the Resolution Trust Corporation (RTC) is unprecedented in its magnitude and complexity. GAO believes the following critical elements need to be in place before RTC begins an aggressive asset marketing and sales effort: (1) contractor incentive strategies and performance standards; (2) alternative methods for estimating market value; and (3) management information systems needed to help monitor compliance with laws, regulations, policies, and procedures. GAO also believes guidance and training is needed for RTC staff who handle the contracting and monitoring functions. GAO supports RTC efforts to develop flexible marketing strategies for asset disposition but believes these strategies—such as securitization of loans, real estate auctions, and a national marketing program—should be tested and evaluated before they are used nationwide. GAO notes that in the future RTC will also need to focus attention on environmental issues, monitoring contracts, and keeping the strategic plan up-to-date.

Resolving The Savings and Loan Crisis: Billions More and Additional Reforms Needed

GAO/T-AFMD-90-15, Apr. 6, 1990

How much money will be needed to resolve the savings and loan crisis? From 1984 through August 1989, the Federal Savings and Loan Insurance Corporation (FSLIC) lost \$100 billion—the largest loss ever reported by a public or private corporation. On the basis of Office of Management and Budget (OMB) budget outlay projections, GAO had estimated that \$257 billion would be needed over the next 33 years to pay off FSLIC's obligations, pay interest on the \$30 billion in bonds the Resolution Funding Corporation was to issue, and pay some administrative expenses. GAO has revised this figure upward; at least \$68 billion more, or a total of \$325 billion, will be needed. This figure is a "least cost" estimate made on the basis of present conditions. The cost could be higher if interest rates and other factors change. The Comptroller General testified that it is vitally important to give the taxpayers a complete and accurate accounting of the costs to put the savings and loan crisis behind us. He recommends that the Chairmen of the Resolution Trust Corporation (RTC) Oversight Board and Federal Deposit Insurance Corporation (FDIC) jointly report at least semi-annually to Congress on the total cash needs, net costs, and sources of funds necessary to cover FSLIC's obligations, RTC's resolutions, and related costs. In addition, the Justice Department should take vigorous action against those individuals whose violations of regulations have contributed to the massive thrift losses. To help prevent another crisis of this magnitude, it is crucial to identify, correct, and prevent the internal control and compliance

abuses of the past. At the same time, the RTC Oversight Board and FDIC need to develop proposals to deal with the shortfall between the funds authorized by the Financial Institutions Reform, Recovery, and Enforcement Act of 1989 to resolve troubled savings institutions and the funds that will actually be needed.

Failed Thrifts: Resolution Trust Corporation and 1988 Bank Board Resolution Actions

GAO/T-GGD-90-29, Apr. 2, 1990

GAO testified on the progress made by the Resolution Trust Corporation (RTC) in meeting its legislative mandate to resolve insolvent savings and loans. GAO (1) compares the pace, structure, and marketing and selection process of RTC's recent and planned resolution actions with the Federal Home Loan Bank Board's 1988 resolution actions; (2) discusses concerns it has with RTC management of thrifts in its conservatorship program; and (3) mentions some of GAO's work involving oversight of the federal response to improper or illegal activities that contributed to thrift failures.

Census

1990 Census:

Costs Are Uncertain Because Wage Rates May Be Uncompetitive

GAO/GGD-90-78, May 1, 1990

GAO believes the Bureau of the Census' use of geographic pay rates for temporary positions during the 1990 census is an important advance over earlier pay plans and should help the Bureau compete for needed staff. While the Bureau has identified ways to pay for the additional \$50 million that the geographic wage program will cost, these estimated costs were based on a 70-percent response rate to the census questionnaire. However, because the response rate by the public is substantially lower—63 percent—the Bureau will have to hire more staff to handle the increased workload. This low response rate could increase costs by an additional \$70 million. Moreover, the geographic wage program is vulnerable to further cost increases as census hiring continues. For example, because the Bureau did not have a chance to test its geographic pay rates beforehand, the rates may ultimately prove uncompetitive in some parts of the country.

1990 Census:

Enhanced Oversight Should Strengthen Recruitment Program

GAO/GGD-90-65, Apr. 13, 1990

Hiring and retaining the 390,000 temporary employees needed to finish the 1990 census is a major challenge. GAO found that almost one-half of the Census Bureau's district offices were unable to meet the 1989 recruiting goal of four applicants for every field position during pre-cavass. The Bureau generally was able to overcome its recruiting difficulties and finish pre-cavass on time, but staff shortages in some offices led to delays in completing pre-cavass, increased costs, and forced changes in the Bureau's staffing procedures. Problems meeting 1989 recruitment goals have raised concerns about the Bureau's ability to attract enough staff in 1990. There are many obstacles to attracting workers, including the temporary nature of census jobs. While the Bureau has made progress in developing a recruitment program, more recruiter training is needed on how to manage a major recruitment effort. Local planning also needs to better address the diverse demographic and economic challenges facing the Bureau, such as how to compete in high-employment areas. The Bureau's regions are addressing these problems, but headquarters needs to make sure the improvements are consistent and sufficient.

Testimony

Decennial Census: Status of Housing Coverage Check and Postcensus Local Review Programs

GAO/T-GGD-90-63, Sept. 25, 1990

GAO testified on the status of two of the Census Bureau's final coverage improvement programs for the 1990 decennial census: Housing Coverage Check and Postcensus Local Review. The goal of both programs is to reduce population undercounts resulting from missed housing units. The Bureau said in July that its census address list contained about 102 million housing units compared to its independent estimate of 104 million units. GAO believes that these programs, while important, are not likely to identify enough additional housing units to reconcile the current address list with the independent estimate. The question of whether the gap is real—that is, whether the estimate was incorrect, whether the address list remains incomplete, or whether the gap is a product of both—remains open.

Decennial Census: Preliminary 1990 Lessons Learned Indicate Need to Rethink Census Approach

GAO/T-GGD-90-18, Aug. 8, 1990

Escalating census costs, declining public participation, and a shrinking workforce all necessitate a reassessment of the 1990 decennial census methodology. First and foremost, agreement is needed on whether the decennial census should be streamlined and alternative data collection approaches developed for some important socioeconomic data. Second, alternatives to the 1990 census methodology need to be explored. For example, to what extent will sampling be used in future censuses? Dialogue on these issues could spur an examination of the nation's larger information needs and how to best meet them. GAO testified that the creation of a commission like that proposed in the Federal Information Resources Act would help in identifying long-term information needs and in setting priorities for information in light of changes in the economy and society.

Status of 1990 Census Follow-Up and Evaluation Efforts

GAO/T-GGD-90-58, July 23, 1990

GAO testified on the progress made by the Census Bureau in completing nonresponse follow-up efforts and in meeting tight time frames for the Post Enumeration Survey. GAO also discussed early indications of the accuracy and completeness of census data.

Analysis of 1990 Census Operations

GAO/T-GGD-90-55, July 13, 1990

GAO testified that the Census Bureau has been facing many difficult challenges in completing the 1990 census, including adjusting to a reduced level of public cooperation, dealing with recruiting and staffing shortages, funding the census, and improving the quality of census data. While the Bureau has acted to address these problems and appears to have generally put the census back on schedule, GAO notes that it is important to keep in mind that the census is not over and much remains to be done in the months ahead. Important coverage improvement operations are either just beginning or will begin in late summer. GAO believes that the quality of the census data is heavily dependent on how well the Bureau carries out the remaining census operations. The 1990 census experience demonstrates the need to fundamentally rethink how future censuses should be taken. GAO urges Congress to maintain a strong and continuing interest in early planning for the 2000 decennial census.

1990 Census: Status of Questionnaire Follow-Up Efforts

GAO/T-GGD-90-52, July 2, 1990

GAO testified on the status of the 1990 decennial census, particularly the Census Bureau's nonresponse follow-up operation, which seeks to obtain completed questionnaires from households that did not initially respond to the census. GAO found that while nonresponse follow-up has been delayed, and virtually no offices finished on schedule, most of the district offices now either have finished or expect to finish shortly. At this point, the Bureau does not expect the delays to significantly impede the progress of the census or the Post Enumeration Survey, which begins as offices finish nonresponse work. However, while the Bureau's progress is commendable, it needs to continue working to ensure that its remaining offices complete follow-up efforts as expeditiously as possible in order to meet tight census and Post Enumeration Survey timetables.

Progress of the 1990 Decennial Census: Some Causes for Concern

GAO/T-GGD-90-44, May 21, 1990

GAO's testimony focuses on two important census operations. The first is the Bureau's nonresponse follow-up operation, which seeks to obtain questionnaires from households that did not initially respond to the census. The second operation is the local review program, which gives

local governments an opportunity to improve the accuracy and completeness of census counts. GAO specifically discusses the preliminary results of its work on the local review program in New York City. Lower-than-expected mail response rates and the resulting need for more staff, the number of completed cases in the follow-up operations, and missed housing units in New York City are some of the issues GAO touched on in this statement.

The Decennial Census: Potential Risks to Data Quality Resulting From Budget Reductions and Cost Increases

GAO/T-GGD-90-30, Mar. 27, 1990

In its testimony on decennial census budget issues, GAO discussed the Bureau's efforts to accommodate the \$57.6 million reduction in its fiscal year 1990 decennial census budget request and the effect of these actions on the quality of census data. GAO also discussed other adjustments the Bureau has made to planned operations to accommodate unanticipated increases, the 1990 budget sequestration, and new program priorities. In addition, GAO focused on areas where the Bureau is particularly vulnerable to additional cost increases as the full-scale census begins. These vulnerabilities include difficulties in recruiting temporary workers and a lower-than-expected mail response rate.

Critical Issues for Census Adjustment: Completing Post Enumeration Survey on Time While Protecting Data Quality

GAO/T-GGD-90-15, Jan. 30, 1990

In the 1988 dress rehearsal for the 1990 census, the Post Enumeration Survey confirmed, once again, a disproportionate undercount of blacks, particularly black men. If an adjustment to the 1990 census counts is to be made, it will be based largely on the results of the Post Enumeration Survey. In an attempt to meet its July 1991 deadline for publishing adjusted counts, the Census Bureau has accelerated its 1990 timetable for Post Enumeration Survey operations. However, despite the accelerated time schedules, GAO doubts that the Census Bureau will be able to meet the 1991 deadline using the 1990 timetable for Post Enumeration Survey results. For instance, the 1988 dress rehearsal Post Enumeration Survey was finished six months later than planned, and the 1990 Post Enumeration Survey will be much larger and administratively more complicated. Moreover, if the 1990 census is anything like the one in 1980, many district offices may again be late completing basic census operations, running the risk that the census and the Post Enumeration Survey will overlap in some key field operations. GAO is also concerned

that schedule compressions and the changes made in basic 1990 census procedures to achieve operational economies could impair data quality.

District Government

D.C. Government: Noneducation Factors Hindered Criminal Justice Initiative

GAO/GGD-90-89, June 27, 1990

In 1983 Congress funded a special program—known as the Criminal Justice Initiative—to expand academic and vocational training in the overcrowded D.C. prison system. The intent was to break the alarming recidivism rate among D.C. offenders by providing them with skills and a trade that they could use to earn a living after their release. This report answers the following questions: What program challenges did the District face in originally organizing the Criminal Justice Initiative program? What were program operating funds spent on? How many inmates got a job related to the training they received? GAO found that only about 10 percent of almost 4,000 job placements from October 1986 through June 1989 were related to the training that inmates received. This low rate was often influenced by noneducation factors, such as the tendency by inmates to take the first available job because (1) it made them eligible for parole or (2) it offered them better benefits, especially medical coverage. Overall, GAO notes that in order for D.C. managers to make management decisions and to evaluate program results, they need reasonably complete, standardized, and accurate information on the program. GAO's analysis of D.C. Department of Corrections' job placement records, however, showed that they were incomplete, not standardized, and inaccurate.

D.C. Government: Information on the Police Recruit Training Program

GAO/GGD-90-68FS, May 24, 1990

GAO looked at the District of Columbia's police recruit qualifications and training program. This report addresses the following questions: (1) Have there been changes in the police academy course of study and academic requirements? (2) How many recruit termination recommendations have been overturned by officials above the Director of Training level? (3) How does the police academy select and train its instructors? (4) How could the Metropolitan Police Department proceed to acquire accreditation? This report also provides information on changes made to, and the results of, the police entry-level qualifications test administered by McCann Associates, Inc. This test is used by the D.C. Office of Personnel to select potential recruits for the Metropolitan Police Department.

**District's Workforce:
Annual Report Required by the District of Columbia Retirement
Reform Act**

GAO/GGD-90-70, Apr. 4, 1990

This report contains GAO's comments on a report by an actuary on the disability retirement rate of District of Columbia police officers and fire fighters. The District of Columbia Retirement Reform Act provides for annual federal payments to the D.C. Police Officers and Fire Fighters Retirement Fund. These payments, however, must be reduced when the disability retirement rate exceeds an established limit—to encourage the D.C. government to control disability retirement costs. In GAO's opinion, the determination made by the enrolled actuary meets, in all material respects, the requirement of the law. Because the disability retirement rates calculated by the actuary are both less than 0.8 percent, no reduction is required in the fiscal year 1991 payment to the District's police and fire fighters' retirement fund.

**D.C. Government:
Status of Transferring Saint Elizabeth's Hospital to the District of
Columbia**

GAO/GGD-90-74BR, Mar. 26, 1990

Public Law 98-621 transferred ownership and operating responsibility for Saint Elizabeth's hospital from the federal government to the District of Columbia. As a result, the Commission on Mental Health Services, part of the District's Department of Human Services, was created to provide mental health services for District residents who were at Saint Elizabeth's when the District took control of the hospital. GAO found that implementation of the act is at least a year behind schedule in providing a comprehensive community-based mental health system by October 1, 1991. The head of the Commission attributed the delay to problems in switching from federal to District control, unexpected increases in the Saint Elizabeth's population, and both underfunding and inadequate flexibility to allocate and reallocate funds among programs. While the Commission has resolved problems with professional staff licensing, the Saint Elizabeth's fire fighters, and the transfer of supplies to other District agencies, the Commission still faces problems in funding both capital projects and the clinical training program and in resolving staff shortages. GAO believes that proposed legislation would help by

giving the Commission more flexibility, funds, and time to establish a community-based system.

Testimony

The District's Implementation of Public Law 98-621, the Saint Elizabeth's Hospital and District of Columbia Mental Health Services Act
GAO/T-GGD-90-28, Mar. 27, 1990 (same as GAO/GGD-90-74BR, Mar. 26, 1990)

Coinage

**National Coinage Proposals:
Limited Public Demand for New Dollar Coin or Elimination of Penny**

GAO/GGD-90-88, May 23, 1990

Australia, Canada, Japan, and major Western European countries all now use a coin for retail transactions while the United States still relies on the paper dollar. The U.S. attempt to put the Susan B. Anthony coin into circulation in 1979 was a failure. GAO estimates that the government could save about \$318 million annually if it replaced the dollar bill with dollar coins that were widely accepted and used. However, GAO is concerned that widespread use is unlikely unless Congress and the Administration jointly reach, and agree to sustain, an agreement to eliminate the dollar note in the face of a negative public reaction. There is no comparable economic argument for eliminating either the penny or the half-dollar coin. Both are profitable to the government in that their face value exceeds their production and distribution costs. In addition, demand for the penny remains high. European countries that have eliminated their lowest denomination coins all did so because the production costs exceeded their face value.

Testimony

A New Dollar Coin Has Budgetary Savings Potential But Questionable Acceptability

GAO/T-GGD-90-50, June 20, 1990

While the United States still relies on the paper dollar, Australia, Canada, Japan, and major Western European countries all now use a coin for comparable retail transactions. The U.S. attempt to put the Susan B. Anthony dollar coin into circulation in 1979 was a failure. GAO testified that the government could save \$318 million each year if it replaced the dollar bill with a more durable dollar coin, but only if the coin were widely accepted and used. GAO believes that widespread

acceptance of such a coin will not be achieved unless Congress and the Administration jointly resolve not only to eliminate the dollar note but at the same time are firm in the decision to make the change and are prepared to handle public resistance. GAO found no comparable economic argument for eliminating either the penny or the half-dollar.

Limited Public Demand for New Dollar Coin or Elimination of Penny

GAO/T-GGD-90-43, May 23, 1990 (same as GAO/GGD-90-88, May 23, 1990)

Savings Opportunity for the United States Mint's Promotional Mailings

GAO/T-GGD-90-34, Apr. 18, 1990

GAO discussed ways to reduce postage costs at the United States Mint. The Mint has taken several positive steps to reduce its mailing costs. However, all Mint promotional mailings are now sent first class. GAO believes that Mint could reduce its basic, recurring postage cost of about \$4 million by \$2.4 million annually as well as gain considerable marketing flexibility by using third class (bulk business rate) as the commercial sector does.

Check appropriate box, tear out entire form, and send to:

U.S. General Accounting Office
Post Office Box 6015
Gaithersburg, MD 20877

Be sure to include mailing label form on back cover.

THE PUBLIC SERVICE

QUALITY

Pay and Benefits:
Data on Energy Employees Who Retired or Resigned in Fiscal Year 1989
GAO/GGD-91-14BR, Oct. 25, 1990

Pay for Performance:
State and International Public Sector Pay for Performance Systems
GAO/GGD-91-1, Oct. 12, 1990

EEO at Justice:
Progress Made but Underrepresentation Remains Widespread
GAO/GGD-91-8, Oct. 2, 1990

Federal Pay—Special Rates:
Effect on Recruitment and Retention for Selected Clerical Occupations
GAO/GGD-90-118, Sept. 24, 1990

The Public Service:
Issues Affecting Its Quality, Effectiveness, Integrity, and Stewardship
GAO/GGD-90-103, Sept. 13, 1990

Arms Control and Disarmament Agency:
Stronger Actions Needed to Improve Personnel Management
GAO/NSIAD-90-259, Sept. 12, 1990

Recruiting and Retention:
Inadequate Federal Pay Cited as Primary Problem by Agency Officials
GAO/GGD-90-117, Sept. 11, 1990

Federal Recruiting and Hiring:
Making Government Jobs Attractive to Prospective Employees
GAO/GGD-90-105, Aug. 22, 1990

Inspectors General:
Treasury's Office of Inspector General Properly Established
GAO/AFMD-90-70, June 14, 1990

Law Enforcement:
Recruitment, Retention, and Compensation of Support Staff
GAO/GGD-90-60, May 22, 1990

Federal Pay:
Comparisons With the Private Sector by Job and Locality
GAO/GGD-90-81FS, May 15, 1990

Inspectors General:
Establishment of the National Science Foundation's Office of Inspector General
GAO/AFMD-90-15, Apr. 27, 1990

Inspectors General:
Progress in Establishing OIGs at Designated Federal Entities
GAO/AFMD-90-46, Apr. 24, 1990

Pay and Benefits:
Contract Court Security Officers Compared to U.S. Deputy Marshals
GAO/GGD-90-67FS, Apr. 16, 1990

Inspectors General:
Staff Resources of VA's Office of Inspector General
GAO/AFMD-90-6, Apr. 13, 1990

Inspectors General:
Information on Vacancies and Previous Experience
GAO/AFMD-90-64FS, Mar. 7, 1990

VA Health Care:
Nursing Issues at the Albuquerque Medical Center Need Attention
GAO/HRD-90-65, Jan. 30, 1990

Equal Employment Opportunity:
Representation of Minorities and White Women at Fort Lee Army Post, Virginia
GAO/GGD-90-27, Jan. 17, 1990

Testimony

H.R. 4716, "Federal Pay Reform Act of 1990"
GAO/T-GGD-90-45, May 21, 1990

Legislative Proposals to Establish Professional Acquisition Corps
GAO/T-NSIAD-90-27, Mar. 28, 1990

Capitol Police Pay and Personnel Systems: Dual Systems Create Differences
GAO/T-AFMD-90-12, Mar. 23, 1990

IRS' Budget Request for Fiscal Year 1991 and Status of the 1990 Tax Return Filing Season
GAO/T-GGD-90-26, Mar. 22, 1990

Federal White-Collar Employee Salary Reform
GAO/T-GGD-90-27, Mar. 21, 1990

Federal White-Collar Employee Salary Reform
GAO/T-GGD-90-22, Mar. 14, 1990

EFFECTIVENESS

Railroad Safety:
FRA's Staffing Model Cannot Estimate Inspectors Needed for Safety Mission
GAO/RCED-91-32, Nov. 21, 1990

Government Shutdown:
Data on Effects of 1990 Columbus Day Weekend Funding Lapse
GAO/GGD-91-17FS, Oct. 19, 1990

Performance Management:
How Well Is the Government Dealing With Poor Performers?
GAO/GGD-91-7, Oct. 2, 1990

Tax Administration:
IRS' Improved Estimates of Tax Examination Yield Need to Be Refined
GAO/GGD-90-119, Sept. 5, 1990

Coast Guard Acquisitions:
Formal Criteria Needed to Ensure Project Manager Qualifications
GAO/RCED-90-178, June 19, 1990

Performance Management:
Appraisal and Promotion Results at the U.S. Customs Service
GAO/GGD-90-40, May 18, 1990

Due Process:
Procedures for Unfavorable Suitability and Security Clearance Actions
GAO/NSIAD-90-97FS, Apr. 23, 1990

Postal Service:
Employee-Management Relations at the Indianapolis Post Office Are Strained
GAO/GGD-90-63, Apr. 16, 1990

My address is incorrect on your mailing list. Please change as follows:

continued

Tax Administration:
Potential Audit Revenues Lost
While Training New Revenue
Agents
GAO/GGD-90-77, Apr. 6, 1990

Drug Testing:
Action by Certain Agencies
When Employees Test Positive
for Illegal Drugs
GAO/GGD-90-56FS, Apr. 6,
1990

Federal Personnel:
Observations on the Navy's
Managing to Payroll Program
GAO/GGD-90-47, Mar. 27, 1990

Personnel Practices:
the Department of Energy's Use
of Schedule C Appointment
Authority
GAO/GGD-90-61, Mar. 8, 1990

Air Force Audit Agency:
Opportunities to Improve
Internal Auditing
GAO/AFMD-90-16, Feb. 20,
1990

Testimony

Serious Shortcomings in
FAA's Training Program Must Be
Remedied
GAO/T-RCED-90-91, Jun. 21,
1990

Social Security: Many Admin-
istrative Law Judges Oppose
Productivity Initiatives
GAO/T-HRD-90-39, Jun. 13,
1990

Serious Shortcomings in
FAA's Training Program Must Be
Remedied
GAO/T-RCED-90-86, Jun. 6,
1990

Staffing, Training, and
Funding Issues for FAA's Major
Work Forces
GAO/T-RCED-90-42, Mar. 14,
1990

INTEGRITY

Command and Control:
Defense's Use of Engineering
Contractors for Acquiring Auto-
mated Systems
GAO/IMTEC-91-19, Dec. 27,
1990

Energy Management:
DOE Needs to Better Implement
Conflict-Of-Interest Controls
GAO/RCED-91-15, Dec. 26,
1990

Test and Evaluation:
The Director, Operational Test
and Evaluation's Control Over
Contractors
GAO/NSIAD-91-60, Dec. 21,
1990

Health and Human Services:
Hispanic Representation and
Equal Employment Practices in
Region VIII
GAO/HRD-91-6, Nov. 20, 1990

Employee Financial Disclo-
sure:
CFTC System Affords Reason-
able Protection Against Con-
flicts of Interest
GAO/GGD-91-3, Nov. 7, 1990

Employee Financial Disclo-
sure:
Farm Credit Administration
System Is Generally Operating
Effectively
GAO/GGD-90-115, Sept. 27,
1990

EDA: Treatment of Blacks at
the Economic Development
Administration in the 1980s
GAO/HRD-90-148, Sept. 26,
1990

Financial Disclosure:
USDA's Systems Limited by
Insufficient Top Management
Support
GAO/GGD-90-100, July 13, 1990

Government Civilian Aircraft:
Use of Government Aircraft by
the Attorney General and FBI
Director
GAO/GGD-90-84, June 15, 1990

Government Consultants:
Agencies' Consulting Services
Contract Obligations for FY87
and FY88
GAO/GGD-90-72FS, May 7,
1990

DOD Revolving Door:
Few Are Restricted From Post-
DOD Employment and
Reporting Has Some Gaps
GAO/NSIAD-90-103, Feb. 27,
1990

Government Ethics:
HUD Financial Disclosure
Reports Missing or Not
Reviewed
GAO/GGD-90-51, Feb. 6, 1990

Personnel Practices:
Questionable Personnel Prac-
tices at the U.S. Fish and Wild-
life Service
GAO/GGD-90-43, Jan. 23, 1990

Federal Employees:
Commerce Department's
Reclassification of Three Mana-
gerial Positions
GAO/GGD-90-41, Jan. 18, 1990

Testimony

Office of Government Ethics'
Oversight Role
GAO/T-GGD-90-48, June 5,
1990

STEWARDSHIP

Army Automation:
Decisions Needed on SIDPERS-
3 Before Further Development
GAO/IMTEC-90-66, Sept. 5,
1990

Federal Workforce:
Selected Sites Cannot Show
Fair and Open Competition for
Temporary Jobs
GAO/GGD-90-106, Sept. 5,
1990

Budget Issues: Human
Resource Programs Warranting
Consideration as Human Capital
GAO/AFMD-90-52, Apr. 30,
1990

Retirement System:
Concerns About OPM's FERS
Automated Processing System
Procurement
GAO/IMTEC-90-45, Apr. 4, 1990

Export Promotion:
Personnel Management Issues
in the U.S. And Foreign Com-
mercial Service
GAO/NSIAD-90-51, Mar. 16,
1990

Air Force ADP:
The Personnel Concept III
System Is Not Ready for Deploy-
ment
GAO/IMTEC-90-22, Feb. 27,
1990

Office of Personnel Manage-
ment:
Better Performance Information
Needed
GAO/GGD-90-44, Feb. 7, 1990

Testimony

Observations on GAO's Expe-
rience in Implementing an Inde-
pendent Personnel System
GAO/T-ACG/OPS-90-1, July 26,
1990

Selected Personnel Practices
of the Voice of America Warrant
Management Attention
GAO/T-NSIAD-90-49, June 19,
1990

Issues to Consider in Consoli-
dating the Library Police Force
With the Capitol Police Force
GAO/T-AFMD-90-13, Mar. 30,
1990

FEDERAL AGENCY ORGANIZATION AND MANAGEMENT

Government Printing Office:
Monopoly-Like Status Contrib-
utes to Inefficiency and Ineffec-
tiveness
GAO/GGD-90-107, Sept. 28,
1990

Information Management:
Immigration and Naturalization
Service Lacks Ready Access to
Essential Data
GAO/IMTEC-90-75, Sept. 27,
1990

Management of VA:
Implementing Strategic Man-
agement Process Would
Improve Service to Veterans
GAO/HRD-90-109, Aug. 31,
1990

Public Debt:
Management Actions Needed to
Ensure More Accurate
Accounting
GAO/GGD-90-54, May 31, 1990

Information Resources:
Management Commitment
Needed to Meet Information
Challenges
GAO/IMTEC-90-27, Apr. 19,
1990

IRS' Reorganization:
IRS Senior Executives' Views on
the Impact of the 1987 Reorgan-
ization
GAO/GGD-90-45, Mar. 8, 1990

U.S. Department of Agriculture:
Need for Improved Workforce
Planning
GAO/RCED-90-97, Mar. 6, 1990

Management of HHS:
Using the Office of the Secretary
to Enhance Departmental
Effectiveness
GAO/HRD-90-54, Feb. 9, 1990

Testimony

OMB Management Leadership
GAO/T-GGD-91-1, Oct. 3, 1990

Government Printing Office:
General Management Review
GAO/T-GGD-90-57, July 19,
1990

How to Enhance Congressional Oversight
GAO/T-GGD-90-40, May 8, 1990

MAJOR GOVERNMENT BUSINESS OPERATIONS

POSTAL SERVICE

Postal Service:
Contractor Performance—
Express and Priority Mail Transportation
GAO/GGD-91-13, Dec. 27, 1990

Postal Service:
Cost of Meetings and Conferences
GAO/GGD-90-66FS, Mar. 9,
1990

Testimony

Conflicts Between Postal and
Municipal Boundaries
GAO/T-GGD-90-47, June 7,
1990

Postal Service Oversight
GAO/T-GGD-90-36, Apr. 24,
1990

Financial Performance of the
U.S. Postal Service
GAO/T-GGD-90-16, Feb. 7, 1990

GENERAL SERVICES

Facilities Location Policy:
GSA Should Propose a More
Consistent and Businesslike
Approach
GAO/GGD-90-109, Sept. 28,
1990

GSA Airline Contracts:
Contract Awarded to Eastern
Air Lines to Transport Govern-
ment Travelers
GAO/GGD-90-96FS, Aug. 17,
1990

Mail Management:
GSA Needs to Improve Support
of Agency Programs
GAO/GGD-90-49, Aug. 7, 1990

General Services Administration:
Delegated Buildings Adequately
Operated but Better GSA Over-
sight Needed
GAO/GGD-90-76, May 15, 1990

Testimony

Barriers to Installing Energy-
Efficient Lighting in Federal
Buildings
GAO/T-GGD-90-54, July 11,
1990

Achieving Cost Efficiencies in
Commercial Activities
GAO/T-GGD-90-35, Apr. 25,
1990

NON-DEFENSE PROCUREMENT

Agent Orange Studies:
Poor Contracting Practices at
Centers for Disease Control
Increased Costs
GAO/GGD-90-122BR, Sept. 28,
1990

Government Consultants:
Agencies' Consulting Services
Contract Obligations for FY87
and FY88
GAO/GGD-90-72FS, May 7,
1990

ADP Bid Protests:
Better Disclosure and Account-
ability of Settlements Are
Needed
GAO/GGD-90-13, Mar. 30, 1990

OMB Circular A-76:
DOD's Reported Savings
Figures Are Incomplete and
Inaccurate
GAO/GGD-90-58, Mar. 15, 1990

FEDERAL ASSET MANAGEMENT

FEDERAL PROPERTIES

Navy Office Space:
Consolidating Space in
Northern Virginia for the Five
Systems Commands
GAO/GGD-90-39FS, June 28,
1990

Asset Forfeiture:
Legislation Needed to Improve
Cash Processing and Financial
Reporting
GAO/GGD-90-94, June 19, 1990

Federal Construction:
Use of Construction Manage-
ment Services
GAO/GGD-90-12, Jan. 18, 1990

Department of the Interior:
Bureau of Reclamation Aircraft
Should Be Centrally Managed
Like Other Interior Aircraft
GAO/GGD-90-20, Jan. 18, 1990

Testimony

Oversight Hearings on Asset
Forfeiture Programs
GAO/T-GGD-90-56, July 24,
1990

Excess and Surplus Personal
Property Transfer Program
GAO/T-GGD-90-49, June 7,
1990

Conflicting Values for Land
Near the Columbia Hospital for
Women
GAO/T-GGD-90-39, May 23,
1990

The Disinvestment in Federal
Office Space
GAO/T-GGD-90-24, Mar. 20,
1990

SAVINGS AND LOANS BAILOUT

Resolution Trust Corporation:
Real Estate Activities in Austin,
Texas
GAO/GGD-91-11FS, Nov. 15,
1990

Resolution Trust Corporation:
Real Estate Activities in North
Little Rock, Arkansas
GAO/GGD-91-15FS, Nov. 13,
1990

Resolution Trust Corporation:
Real Estate Activities in
Houston, Texas
GAO/GGD-91-16FS, Nov. 13,
1990

Resolution Trust Corporation:
Real Estate Activities in South-
east Pennsylvania
GAO/GGD-91-4FS, Nov. 9, 1990

Resolution Trust Corporation:
Real Estate Activities in Pine
Bluff, Arkansas
GAO/GGD-91-6FS, Nov. 9, 1990

Resolution Trust Corporation:
Real Estate Activities in
Bellevue, Washington
GAO/GGD-91-18FS, Nov. 9,
1990

Thrift Resolutions:
Estimated Costs of FSLIC's
1988 and 1989 Assistance
Agreements Subject to Change
GAO/AFMD-90-81, Sept. 13,
1990

Bank Insurance Fund:
Additional Reserves and
Reforms Needed to Strengthen
the Fund
GAO/AFMD-90-100, Sept. 11,
1990

Failed Thrifts:
FDIC Oversight of 1988 Deals
Needs Improvement
GAO/GGD-90-93, July 19, 1990

Failed Thrifts:
Better Controls Needed Over
Furniture, Fixtures, and Equip-
ment
GAO/GGD-90-87, May 25, 1990

Testimony

Resolution Trust Corporation:
Status of Selected Management
Issues
GAO/T-GGD-91-4, Dec. 6, 1990

RTC Asset Management:
Contracting Controls Need to
Be Strengthened
GAO/T-GGD-90-53, Sept. 24,
1990

Additional Reserves and
Reforms Are Needed to
Strengthen the Bank Insurance
Fund
GAO/T-AFMD-90-28, Sept. 11,
1990

Asset Management:
Resolution Trust Corporation
Needs to Build a Strong Founda-
tion to Support Its Asset Dis-
position Efforts
GAO/T-GGD-90-38, May 4, 1990

**Resolving the Savings and
Loan Crisis: Billions More and
Additional Reforms Needed**
GAO/T-AFMD-90-15, Apr. 6,
1990

**Failed Thrifts: Resolution
Trust Corporation and 1988
Bank Board Resolution Actions**
GAO/T-GGD-90-29, Apr. 2, 1990

GOVERNMENT INFORMATION AND STATISTICS

CENSUS

1990 Census:
Costs Are Uncertain Because
Wage Rates May Be Uncompeti-
tive
GAO/GGD-90-78, May 1, 1990

1990 Census:
Enhanced Oversight Should
Strengthen Recruitment Pro-
gram
GAO/GGD-90-65, Apr. 13, 1990

Testimony

**Decennial Census: Status of
Housing Coverage Check and
Postcensus Local Review Pro-
grams**
GAO/T-GGD-90-63, Sept. 25,
1990

**Decennial Census: Prelimi-
nary 1990 Lessons Learned Indi-
cate Need to Rethink Census
Approach**
GAO/T-GGD-90-18, Aug. 8,
1990

**Status of 1990 Census
Follow-Up and Evaluation
Efforts**
GAO/T-GGD-90-58, July 23,
1990

**Analysis of 1990 Census
Operations**
GAO/T-GGD-90-55, July 13,
1990

**1990 Census: Status of Ques-
tionnaire Follow-Up Efforts**
GAO/T-GGD-90-52, July 2, 1990

**Progress of the 1990 Decen-
nial Census: Some Causes for
Concern**
GAO/T-GGD-90-44, May 21,
1990

**The Decennial Census:
Potential Risks to Data Quality
Resulting From Budget Reduc-
tions and Cost Increases**
GAO/T-GGD-90-30, Mar. 27,
1990

**Critical Issues for Census
Adjustment: Completing Post
Enumeration Survey on Time
While Protecting Data Quality**
GAO/T-GGD-90-15, Jan. 30,
1990

SPECIAL ISSUES

DISTRICT GOVERNMENT

D.C. Government:
Noneducation Factors Hindered
Criminal Justice Initiative
GAO/GGD-90-89, June 27, 1990

D.C. Government:
Information on the Police
Recruit Training Program
GAO/GGD-90-68FS, May 24,
1990

District's Workforce:
Annual Report Required by the
District of Columbia Retirement
Reform Act
GAO/GGD-90-70, Apr. 4, 1990

D.C. Government:
Status of Transferring Saint Eliz-
abeth's Hospital to the District
of Columbia
GAO/GGD-90-74BR, Mar. 26,
1990

Testimony

**The District's Implementation
of Public Law 98-621, the Saint
Elizabeth's Hospital and District
of Columbia Mental Health Ser-
vices Act**
GAO/T-GGD-90-28, Mar. 27,
1990

COINAGE

**National Coinage Proposals:
Limited Public Demand for New
Dollar Coin or Elimination of
Penny**
GAO/GGD-90-88, May 23, 1990

Testimony

**A New Dollar Coin Has Budg-
etary Savings Potential but
Questionable Acceptability**
GAO/T-GGD-90-50, June 20,
1990

**Limited Public Demand for
New Dollar Coin or Elimination
of Penny**
GAO/T-GGD-90-43, May 23,
1990

**Savings Opportunity for the
United States Mint's Promo-
tional Mailings**
GAO/T-GGD-90-34, Apr. 18,
1990



Requests for copies of GAO reports should be sent to:

**U.S. General Accounting Office
Post Office Box 6015
Gaithersburg, Maryland 20877**

Telephone 202-275-6241

The first five copies of each report are free. Additional copies are \$2.00 each.

There is a 25% discount on orders for 100 or more copies mailed to a single address.

Orders must be prepaid by cash or by check or money order made out to the Superintendent of Documents.

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

**Official Business
Penalty for Private Use \$300**

<p>Bulk Rate Postage & Fees Paid GAO Permit No. G100</p>
