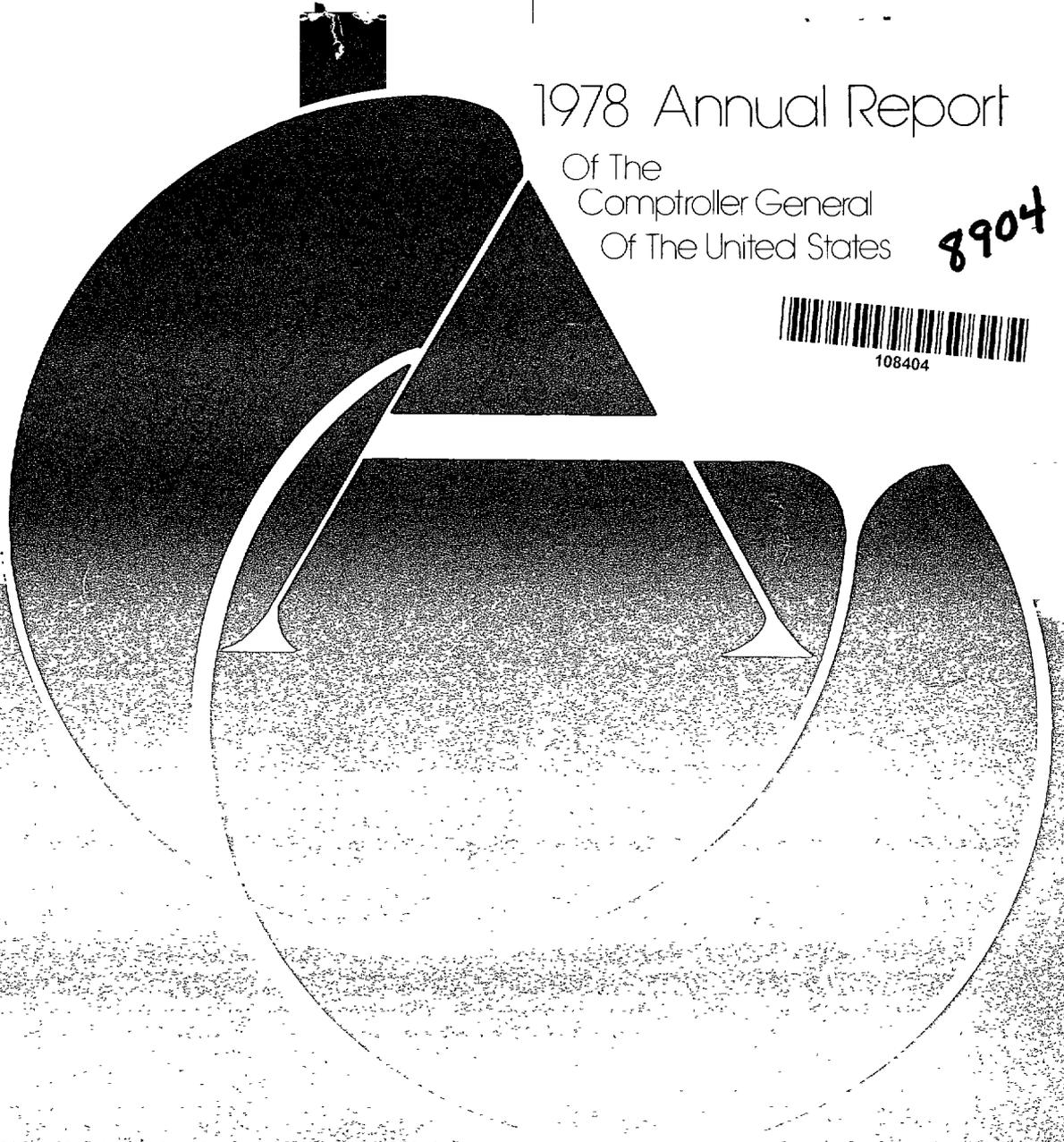


1978 Annual Report

Of The
Comptroller General
Of The United States

8904



Other

United States General Accounting Office



Elmer B. Staats
Comptroller General Of The United States



Robert F. Keller
Deputy Comptroller General Of The United States

ANNUAL REPORT 1978



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

-GAO 10

B-119600

January 15, 1979

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President of the Senate
Speaker of the House of Representatives

Dear Sirs:

In accordance with section 312(a) of the Budget and Accounting Act of 1921, I respectfully submit the annual report on the activities of the United States General Accounting Office during the fiscal year ended September 30, 1978.

The activities of our Office are highlighted in Chapter One of this report. You will note that 1978 was a significant year for the General Accounting Office--a year marked by many new responsibilities and by intensive efforts to improve the quality of our services to the Congress.

Comptroller General
of the United States

The General Accounting Office is under the control and direction of the Comptroller General of the United States. There is also a Deputy Comptroller General of the United States¹ who performs such duties as may be assigned to him by the Comptroller General and who acts as Comptroller General during the absence or incapacity of the Comptroller General or during a vacancy in that office. The Comptroller General and the Deputy Comptroller General are appointed by the President with the advice and consent of the Senate for terms of 15 years.

Comptrollers General of the United States	John R. McCarl
	July 1, 1921—June 30, 1936
	Fred H. Brown
	April 11, 1939—June 19, 1940
	Lindsay C. Warren
	November 1, 1940—April 30, 1954
Joseph Campbell	
December 14, 1954—July 31, 1965	
Elmer B. Staats	
March 8, 1966—	

Assistant Comptrollers General of the United States	Lurtin R. Ginn
	July 1, 1921—November 11, 1930
	Richard N. Elliott
	March 9, 1931—April 30, 1943
	Frank L. Yates
May 1, 1943—June 29, 1953	
Frank H. Weitzel	
October 12, 1953—January 17, 1969	

Deputy Comptrollers General of the United States	Robert F. Keller
	October 3, 1969—

¹Public Law 92-51 (approved July 9, 1971) changed the title Assistant Comptroller General to Deputy Comptroller General.

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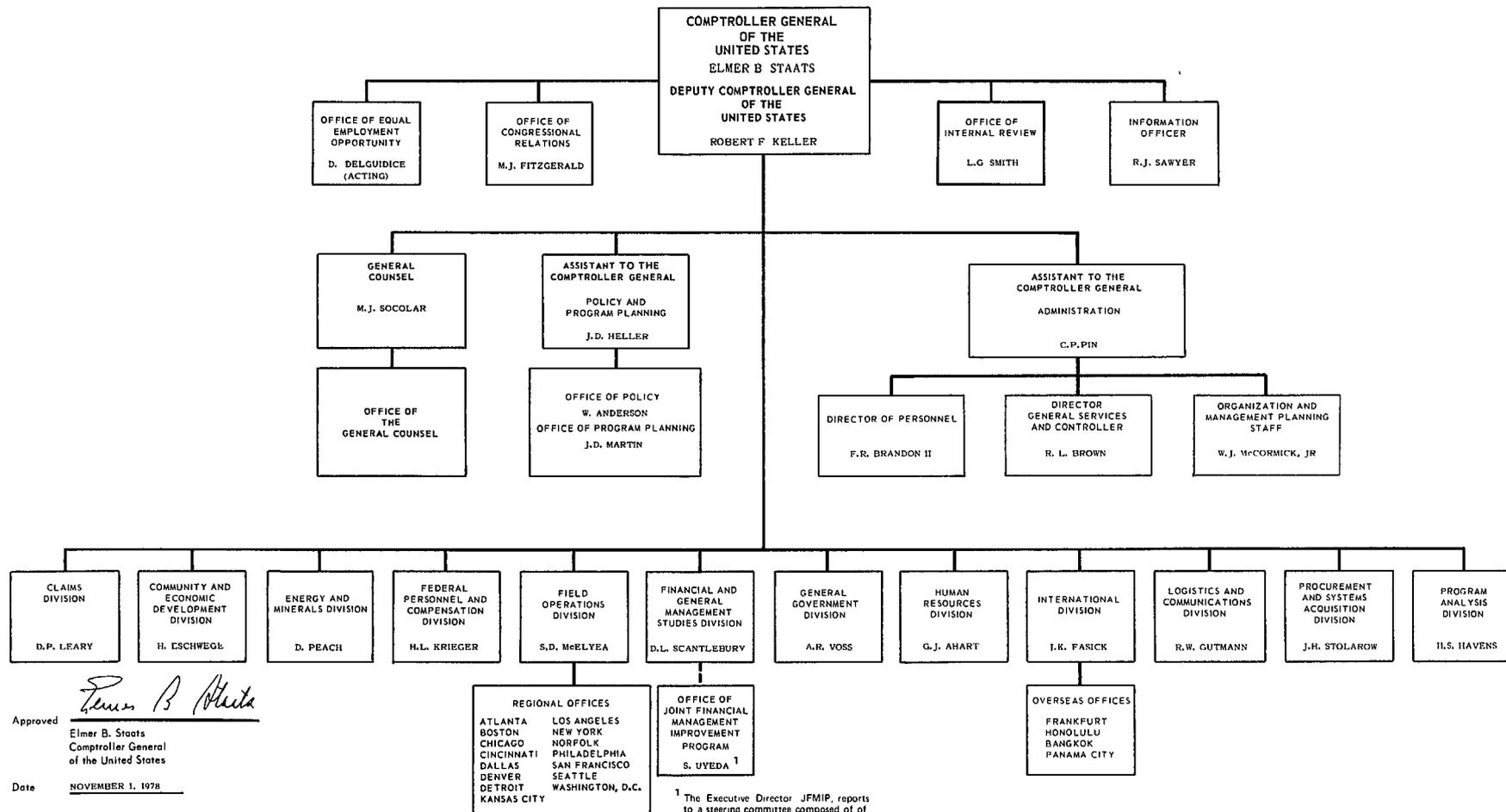
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UNITED STATES GENERAL ACCOUNTING OFFICE



Approved *Elmer B. Staats*

Elmer B. Staats
Comptroller General
of the United States

Date NOVEMBER 1, 1978

¹ The Executive Director, JFMI, reports to a steering committee composed of officials of GAO, OMB, Treasury, and CSC. The Director, FGMS, is a steering committee member.

CHAPTER ONE

HIGHLIGHTS OF ACTIVITIES

Throughout the past year, congressional attention—as well as public sentiment—has focused increasingly on the effectiveness of government programs and the accountability of government officials to taxpayers. Once again, the work of the General Accounting Office proved to be an important resource for Congress in carrying out its oversight responsibilities. More than ever GAO attempted this year to make the full range of its services relevant and available to the growing and changing needs that the Congress faced.

GAO was established by the Budget and Accounting Act, 1921, to strengthen congressional control over the public purse. The Congress recognized that our form of government, with its separation of powers, needed an organization that could provide unbiased information about executive branch activities. Thus, GAO, headed by the Comptroller General of the United States, was established as an independent, nonpartisan agency in the legislative branch of the Federal Government.

Over the past 57 years, the needs of the Congress have expanded enormously because of the increasing size as well as complexity of the Nation and its government. GAO's services have been enlarged and improved accordingly to help meet these needs. Despite change, GAO's major functions still are to:

- Assist the Congress in its legislative and oversight activities.
- Provide legal services.
- Audit and evaluate the programs, activities, and financial operations of Federal departments and agencies.
- Help improve the financial management systems of Federal agencies.
- Settle claims and collect debts.

And, our workload continues to grow. During the second session of the 95th Congress almost 400 public laws were enacted. Over two dozen new laws call for GAO to perform special one-time studies or audits. Many others established new programs or expanded governmental authority, thus generating increased pressures on GAO's mandate to assist the Congress by examining essentially all activities of the Federal Government in Washington, D.C., as well as around the world. That is why GAO maintains—in addition to its headquarters office and about 60 audit sites in the



Comptroller General Elmer B. Staats testifying before a congressional committee. GAO officials testified 164 times in fiscal year 1978, about once each legislative day of session.

Washington, D.C., area—15 regional offices in the United States and branch offices in Bangkok, Frankfurt, Honolulu, and Panama City.

During the year, GAO adopted new ways of trying to complete its work quickly for the Congress and at a lower cost. To this end, GAO received the benefit of a timely and searching assessment of its services by the House Select Committee on Congressional Operations.

The Comptroller General Task Force on Improving GAO's Effectiveness took a comprehensive look at GAO policies and practices to identify ways to eliminate or reduce barriers to timely completion of work. Based on its findings, the Comptroller General directed a number of actions for improving timeliness and relevance in GAO's work. These actions involved:

- Improving working relationships with the Congress.
- Adopting a project team approach for carrying out assignments.
- Using the most effective and least costly reporting medium in satisfying the needs of intended users.
- Allowing greater flexibility in the quality control process governing GAO reports.
- Developing a more meaningful accountability system.
- Providing for greater recognition of staff contributions.

Of special significance is the revised planning and programming process which calls for periodic consultation with congressional committees having significant concerns with the issues GAO plans to examine and report on. Change in any organization requires persistent staff effort and management attention. The Comptroller General continued to impress upon GAO staff the need to produce impartial assessments at a time and in a way that the information is most useful to the Congress. Fiscal year 1978 was highly productive in improving GAO's relationships with and its services to the Congress.

Assistance to the Congress

Although much of GAO's work is self-initiated (as contrasted to work directed by a congressional request or mandated by specific statute), we view all of our work as assisting the Congress in its mission. In developing our work programs, we attempt to ascertain congressional needs so that we can produce timely in-

formation that will be useful to the Congress and contribute to better government. A point deserving special mention is that on numerous occasions GAO receives requests from committees or Members to perform work which

- it already has underway,
- can be taken care of by merely expanding a project already started, or
- is already completed.

For internal planning purposes, some of our work is classified as *direct* assistance to the Congress. This includes:

- Answering committee and Member requests for audits or special studies.
- Doing specific one-time studies directed by law.
- Testifying at congressional hearings.
- Assigning staff to congressional committees.
- Providing legal opinions and legislative comments.

Over the past 12 years, the proportion of our work devoted to direct assistance has increased almost fivefold and this year represented about 37 percent of the total output of the professional staff. During fiscal year 1978, we issued 1,136 reports on audits or special studies. About 74 percent of these were submitted to the Congress or to its committees and Members. In addition, copies of many of the 297 reports addressed to Federal agency officials were also provided to interested committees and Members.

Statistics on the number of reports completed do not begin to tell the full story of GAO audit operations, but they do provide some indication of the work done. A summary of reports completed in fiscal year 1978 follows.

	Fiscal Year ended Sept. 30, 1978
Congressional reports:	
To the Congress	349
To congressional committees	323
To Members of Congress	167
	839
Reports to Federal agency officials	297
<i>Total</i>	1136

A summary of these reports by subject and addressee is included as appendix 1. A detailed listing is included as appendix 2.



GAO staff member, Martin Fitzgerald, speaks at a seminar for new congressional staff members sponsored by the Select Committee on Congressional operations. Only by informing all Capitol Hill staff of its services can GAO be sure that it is properly addressing legislative needs.

Many of these reports recommend congressional or agency actions that we consider necessary to correct problems or improve Federal programs and activities. Chapter 2 presents legislative recommendations the Congress acted on this year and those on which final action has not been taken.

Two special reports to the Congress prepared annually—one on civil agencies and the other on defense—highlight matters deserving special congressional attention. Issued each January, these summarize important GAO conclusions and recommendations on which satisfactory department or agency actions have *not* been taken and which, therefore, should be considered during the appropriation process.

A Monthly List of GAO Reports is sent to every committee and Member (required by the Legislative Reorganization Act of 1970). This publication identifies and summarizes reports released each month and provides information on how to obtain them. This list is also published monthly in the *Congressional Record*.

Staff from GAO divisions maintain close contact with congressional committees to communicate information that is relevant, timely, and useful. Our Office of Congressional Relations is the point where GAO assistance to the Congress is coordinated. Under the supervision of the Deputy Comptroller General, this office maintains continuous contact with congressional committees and Members.

Our professional staff at the Capitol audits House and Senate financial operations and private organizations doing business on the Capitol grounds, and advises committees, officers, and Members of Congress as needs arise. In addition, Senate Resolution 110 requires GAO to conduct audits of randomly selected financial disclosure statements of Senators and certain Senate employees. GAO staff also provides technical assistance to Senators, Senate employees, and other designated representatives when completing disclosure statements.

Committee and Member Requests

GAO responsibility to respond to specific requests of committees and Members was established in the 1921 act and emphasized by the Legislative Reorganization Act of 1970 and the Congressional Budget and Impoundment Control Act of 1974.

In fiscal year 1978, GAO operating divisions received 776 requests from committees and 706 requests from Members for specific work. Some of these requests were answered readily, while others required substantial work. In addition to the formal written reports issued to committees and Members, we were able to satisfy many requests through briefings, correspondence not classified as reports, or by furnishing informally information which met their needs.

HIGHLIGHTS OF ACTIVITIES

Many of the requests GAO receives from committees and Members of Congress concern information needed in both their legislative and oversight roles. Others involve controversial matters affecting congressional districts and States. When requested work is important to a much wider audience, we usually arrange with the requester that the report be issued to the Congress as a whole.

Table 1 lists the various committees for which written reports were completed; some reports were addressed to more than one committee.

Table 1

	<i>Number of reports</i>
Senate Committees:	
Aging	1
Agriculture, Nutrition and Forestry	4
Appropriations	48
Armed Services	7
Banking, Housing and Urban Affairs	4
Budget	14
Commerce, Science and Transportation	2
Energy and Natural Resources	5
Environment and Public Works	6
Finance	4
Foreign Relations	4
Governmental Affairs	24
Human Resources	9
Judiciary	2
Rules and Administration	1
Small Business	5
Veterans' Affairs	<u>1</u>
Total	<u>141</u>
House Committees:	
Aging	1
Agriculture	3
Appropriations	26
Armed Services	8
Banking, Finance and Urban Affairs	2
Beauty Shop	1
Budget	10
Education and Labor	5
Government Operations	33
House Administration	2
Interior and Insular Affairs	3
International Relations	5
Interstate and Foreign Commerce	17
Judiciary	14
Merchant Marine and Fisheries	4

Narcotics Abuse and Control	1
Population	1
Post Office and Civil Service	7
Public Works and Transportation	6
Science and Technology	6
Small Business	7
Veterans' Affairs	3
Ways and Means	<u>10</u>
Total	<u>175</u>

Joint Committees:

Economic	4
Taxation	<u>8</u>
Total	<u>12</u>

Congressional Steel Caucus	<u>4</u>
----------------------------------	----------

Officers of the Congress	<u>6</u>
--------------------------------	----------

Total Committees and Officers	<u><u>338</u></u>
-------------------------------------	-------------------

We also responded to 573 Member requests concerning claims by and against the U.S. Government. The claims involved such subjects as Government contracts, employee pay and allowances, and travel and transportation.

Testimony, Briefings, and Conferences

The Comptroller General and his principal assistants testified before congressional committees on 164 occasions during the year. This represents an increase of nearly 50 percent over fiscal year 1977. Such an increase is a mark of our increasing capability to serve the Congress on critical issues, investigations, or pending legislation.

Our professional staff also briefs congressional committees, Members of Congress, and their staffs on the results of our ongoing audits and provides committees with questions to use during hearings. Testimony, briefings, and conferences are quick and effective ways of providing the Congress with needed information, and 1978 was no exception.

Staff Assignments to Committees

On request, 86 GAO staff members were assigned to the staffs of 24 committees and subcommittees. Details concerning these assignments (required by the Legis-

lative Reorganization Act of 1970) are shown in appendix 3.

Legal Opinions and Comments on Pending Legislation

Committees and Members of Congress frequently ask for formal and informal legal opinions, advice, and assistance; GAO views on contractual, fiscal, and administrative provisions of law; drafts of or revisions to legislation; and GAO views on administrative regulations.

GAO's continuing review of governmental programs and activities, together with its expertise in law and the Federal legislative process, allows us to give congressional committees objective comments on proposed legislation. During the fiscal year, GAO provided 166 reports on pending bills—66 to the Senate, 98 to the House, and 2 to miscellaneous units. Table 2 shows a profile of this work, providing the number of such reports by committee.

Table 2

Senate Committees:	
Agriculture, Nutrition and Forestry	3
Appropriations.....	1
Commerce, Science, and Transportation	3
Energy and Natural Resources.....	2
Environment and Public Works	1
Finance	1
Governmental Affairs	39
Human Resources	9
Judiciary	4
Select Indian Affairs	1
Select Small Business	2
Total	66

House Committees:	
Agriculture	2
Armed Services.....	4
Banking, Finance and Urban Affairs	3
District of Columbia.....	1
Education and Labor	3
Government Operations	21
Interior and Insular Affairs	1
Interstate and Foreign Commerce	13
Judiciary	24
Merchant Marine and Fisheries	1

Post Office and Civil Service	9
Rules	2
Science and Technology.....	7
Small Business	2
Ways and Means	5
Total	98

Miscellaneous Units	2
Combined Total	166

Auditing

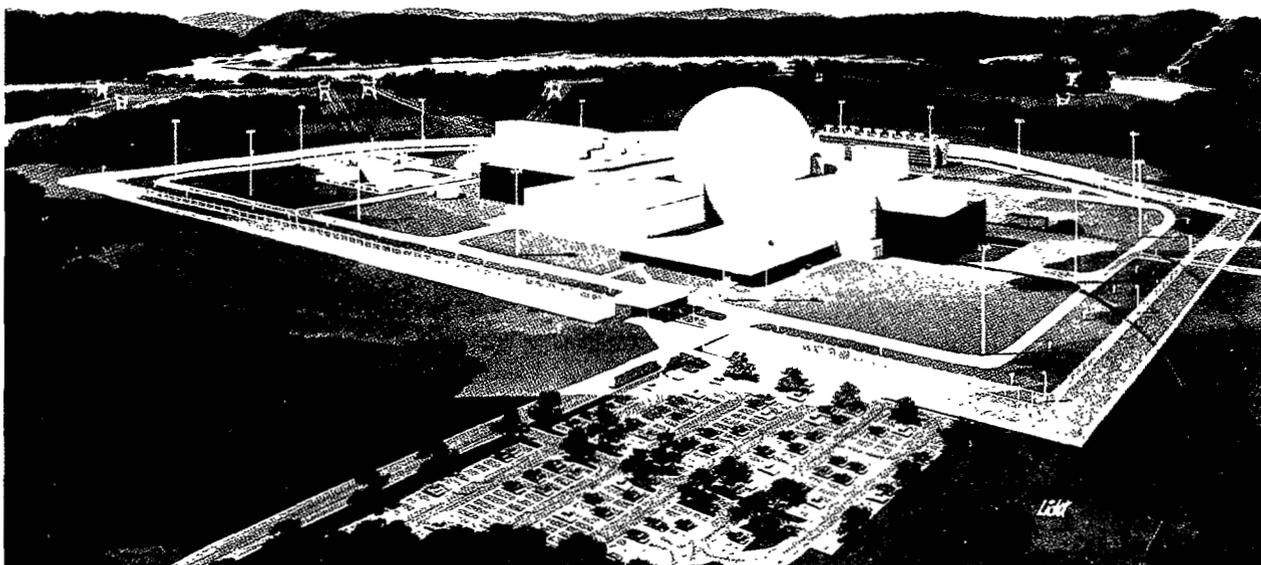
Audits of Federal programs and activities are a major responsibility. The purposes of these audits are to:

- Evaluate the legality, efficiency, economy, and effectiveness with which Federal agencies carry out their financial, management, and program responsibilities.
- Provide the Congress and agency officials with objective information, conclusions, and recommendations that will aid them in carrying out their responsibilities.

Audits involved over half of our professional staff working in almost every Federal agency in the United States and in numerous other countries. During fiscal year 1978, we performed assignments in the United States, Puerto Rico, the Virgin Islands, Guam, American Samoa, the Panama Canal Zone, the Trust Territory of the Pacific, and 75 countries. At any given moment GAO had about 1,400 to 1,500 assignments underway. Table 4 shows the broad functional categories of assignments underway at the close of the fiscal year.

Table 3

Procurement Law	2,072
Personnel Law:	
Civilian	883
Military	374
Transportation Law	284
General Government Matters.....	1,008
Special Studies and Analysis	939
Total matters disposed of	5,560



GAO's legal decisions as well as its audit reports are used by the Congress in holding the executive branch accountable. Shown here is the Clinch River Breeder Reactor, which was the subject of several GAO audits and legal opinions.

Legal Services and Decisions

GAO's legal work covers the full range of the government's activities. It serves:

- Congressional committees and Members of Congress.
- Heads of departments and agencies, as well as disbursing and certifying officers, on the legality or propriety of proposed expenditures of Federal funds.
- The Office of Management and Budget.
- Contracting and procurement officers and bidders in connection with Government contracts.
- Individuals and firms whose claims have been denied by GAO Claims Division.
- GAO auditors in their reviews of agency programs and activities.

The Comptroller General's legal decisions are binding on the executive branch. Payments made contrary to them may be disallowed. Private firms and individuals have further recourse to the courts in most instances.

During fiscal year 1978, the Office of the General Counsel disposed of 5,560 separate legal matters. (See table 3.)

Human resources	279
General government	138
General management.	
Procurement and systems acquisition	138
Logistics and communications	141
Federal personnel and compensation	78
Financial and general management	181
International programs	78
Program analysis	69
Miscellaneous	15
Total	<u>1,453</u>

Table 4

	Assignments
Domestic programs:	
Energy and minerals	145
Community and economic development	191

Given the size of the Federal Government—it expended nearly \$500 billion in fiscal year 1978—and the scope of its operations, GAO must be selective in determining which Federal programs and activities we will review. We do not have the staff or the funds to cover everything. In deciding what audit work to do, GAO emphasizes those Federal programs and agency operations having strong present, or potential congressional interest and opportunities for improvement. GAO is continuously in contact with congressional committees to remain abreast of their interests and activities.

Over the past several years, GAO has been improving its organization and planning to more effectively consider national issues and key management problems. In 1972, GAO reorganized in a move toward

greater program and functional specialization. GAO has refined its organization since then, but it still reflects the philosophy of assigning Government-wide responsibility for particular programs and functions to individual operating divisions while retaining responsibility for specific agencies within these same divisions. Appendix 4 contains a brief description of each of GAO's organizational units.

This approach has been proven useful in selecting interagency and Government-wide issues for audit. It enables us to identify duplication of effort among agencies, inadequate coordination arrangements, conflicting approaches to similar goals, inadequately defined objectives, or obsolete programs. It has also helped develop program and functional expertise among GAO staff members.



Unlike other legislative branch agencies, GAO must station its resources and audit staff wherever U.S. Government funds are expended. Shown here is a team of auditors inspecting the final section of the proposed Pan American Highway System in Colombia.

To help focus this expertise on important national issues, a Program Planning Committee, chaired by the Comptroller General, has specified 35 issue areas for priority attention. Each issue area was assigned to one of GAO's operating divisions. (See table 5.) That division then takes the lead in identifying specific matters to be examined, developing plans, and formulating approaches, whether or not it has direct audit responsibility for all of the agencies involved in the area.

Impact of New Legislation on GAO Operations

Legislative actions of the Congress continued to assign new or added responsibilities to GAO and, as a result, it was constantly faced with the need to adjust work programs or increase capabilities to accommodate the increased workload. Appendix 5 shows legislation enacted in fiscal year 1978 directly related to our work.

Some laws direct the Comptroller General to audit specific programs or activities. For example:

- *Public Law 95-125 (October 7, 1977)* amends the Accounting and Auditing Act of 1950 to grant specific access to tax records of the Internal Revenue Service and the Bureau of Alcohol, Tobacco, and Firearms. The amendment spells out stringent provisions for guarding the confidentiality of tax return information. This law resolved the long debate over the extent of our authority to review the activities of the tax collection agencies.
- *The Federal Banking Agency Audit Act (July 21, 1978)* provides for audit by the Comptroller General of the Federal Reserve System, the Federal Deposit Insurance Corporation, and the

Office of the Comptroller of the Currency. The law specifies GAO's audit authority and access to records needed to effectively review these agencies' operations.

- *The Department of Energy Act of 1978—Civilian Applications (February 25, 1978)* authorizes appropriations to the Department of Energy for energy research, development, demonstration, and related programs, and provides loan guarantees for alternative fuel demonstration facilities.

The act requires that within 6 months after the enactment date—and at 6-month intervals thereafter—the Comptroller General conduct an audit of the recipients of financial assistance.

- *Medicare-Medicaid Anti-Fraud and Abuse Amendments (October 25, 1977)* strengthens the capability of the Government to detect, prosecute, and punish fraudulent activities under the medicare and medicaid programs.

TABLE 5
GAO ISSUE AREAS AND RESPONSIBLE LEAD DIVISIONS

Food	Community and Economic Development Division
Domestic Housing and Community Development	
Environmental Protection Programs	
Land Use Planning, Management, and Control	
Transportation Systems and Policies	Human Resources Division
Water and Water Related Programs	
Consumer and Worker Protection	
Administration of Non-Discrimination and Equal Opportunity Programs	
Federally Sponsored or Assisted Education Programs	Financial and General Management Studies Division
Federally Sponsored or Assisted Health Programs	
Federally Sponsored or Assisted Income Security Programs	
Federally Sponsored or Assisted Employment and Training Programs	
Automatic Data Processing	Logistics and Communications Division
Internal Auditing Systems for Federal and Federally Assisted Programs	
Accounting and Financial Reporting	
National Productivity	
Facilities and Material Management	General Government Division
Adequacy of Implementation of Military Preparedness Plans Including Mobilization Planning	
Federal Information--Creation, Protection, Access, Disclosure, and Management	
Communications	
Intergovernmental Policies and Fiscal Relations	Procurement and Systems Acquisition Division
Law Enforcement and Crime Prevention	
Tax Administration	
Data Collected from Non-Federal Sources--Statistical and Paperwork Implications	
Federal Procurement of Goods and Services	Program Analysis Division
Science and Technology Policy and Programs	
Tax Policy	
Evaluation Guidelines and Methodology	
Program and Budget Information for Congressional Use	Federal Personnel and Compensation Division
Regional and National Economic Problems	
Alternative Methods of Achieving Federal Program Objectives	International Division
Federal Personnel Management and Compensation	
International Affairs	Energy and Minerals Division
Energy Materials	

The law requires the Comptroller General to conduct a comprehensive study and review of the administrative structure established for the processing of claims under title XVIII, Health Insurance for the Aged, of the Social Security Act. The purpose of the study is to determine whether and to what extent more efficient claims administration under the title could be achieved. A report is to be submitted to the Congress not later than July 1, 1979.

- *The Nuclear Non-Proliferation Act of 1978 (March 10, 1978)* provides for more efficient and effective control over the proliferation of nuclear explosive capability. The law requires that the Comptroller General study and report to the Congress 3 years after enactment on the implementation and impact of the nuclear non-proliferation policies, purposes, and objectives of the act.

Examples of other important legislation affecting our work follow:

- *Public Law 95-351 (August 20, 1978)* establishes a mixed-ownership Government corporation, the National Consumer Cooperative Bank. The bank is to provide consumers with a means of minimizing the impact of inflation and economic depression by narrowing the price spread between costs to producers and the consumer through the development and funding of specialized credit sources for and technical assistance to self-help, not-for-profit cooperatives. Until the stock of the bank held by the United States has been fully retired, the operations of the bank shall be examined annually under the direction of an agency or instrumentality of the Federal Government designated by the President, including GAO, and report of such examination is to be forwarded to Congress.
- *Public Law 95-372 (September 18, 1978)* established a policy for the management of oil and natural gas in the Outer Continental Shelf. The Comptroller General is provided access to records for purposes of audit with respect to fees for each barrel of oil obtained from the Outer Continental Shelf collected and deposited in the Offshore Oil Pollution Compensation Fund.

The Secretary of the Interior is required to list all shut-in oil and gas wells and wells flaring natural gas on leases issued under the Outer Continental Shelf Act in a report within 6 months after the enactment date and in his annual report thereafter. The reports are to be submitted to the Comptroller General and are to indicate why each well is shut-in or flaring and whether the Secretary intends to require production on such a shut-in well or order cessation of flaring. Within 6 months after the Secretary's report, the Comptroller General is to review and evaluate the Secretary's methodology and submit his findings and recommendations to the Congress.

- *Public Law 95-273 (May 8, 1978)* authorizes the National Oceanic and Atmospheric Administration to provide financial assistance in the form of grants or contracts for research and development and monitoring projects or activities needed to meet priorities set forth in a comprehensive Federal plan relating to ocean pollution. The Comptroller General is provided access for purposes of audit to records which pertain to financial assistance.

Settlement of Claims

Claims against the United States are referred to us for settlement because of statutory requirements or because they involve questions of law or fact. In fiscal year 1978, we settled 8,013 claims for \$200.6 million.

During the same period we also

- disposed of 39,564 debt claims and collected over \$10 million and
- granted 1,121 full or partial waivers of repayment of erroneous pay and allowances, out of 1,732 requests—a total \$1.9 million out of \$3.0 million.

Financial Management Improvement

The Budget and Accounting Act of 1950 established basic financial management responsibilities in the Federal Government. The act charges GAO with

- prescribing principles and standards to guide executive agencies in accounting,
- cooperating with agencies in improving their accounting and financial management systems, and
- approving agencies' principles and standards and accounting system designs.

During the fiscal year we approved accounting principles and standards for 13 systems in 6 agencies. The principles and standards statements for two of these agencies were reapprovals as a result of improvements and updating. We also approved the designs for seven systems at other agencies. By the end of the year, principles and standards for 322 of the 326 systems subject to approval had been approved, and 195 of the 326 designs had been approved.

The Comptroller General, the Secretary of the Treasury, the Director of the Office of Management and Budget, and the Chairman of the Civil Service Commission cooperate in the Joint Financial Management Improvement Program. This program came into existence in 1948 and was recognized in statute by the

Budget and Accounting Procedures Act of 1950 as a means of improving financial management practices throughout the Federal Government. The program's annual progress is reported separately for the information of the Congress, all Federal agencies, and the public.

Savings and Other Accomplishments

It is not possible to determine the full effect of GAO activities in terms of financial savings, improvements in Government operations, and increased effectiveness of Government programs and activities. However, GAO attempts to record actions attributable to its work which result in dollar savings or other benefits to the Federal Government, contractors, grantees, and the general public. These actions may be taken directly by GAO, as in the case of claims collections. Usually, however, they are taken by the Congress, Federal agencies, and others, in response to our suggestions and recommendations.

For fiscal year 1978, GAO identified estimated savings of \$2.5 billion attributable to our work. At the same time, it should be remembered that many accomplishments cannot always be stated in precise dollar terms. Savings resulting from management improvements many times cannot be measured accurately, nor can improvements which make programs work better but not cheaper. Such improvements are often more important than actual financial savings.

Examples of savings and other benefits growing out of GAO work are presented in chapter 3.

Operating Expenses

The fiscal year 1978 appropriation for operating GAO was \$176 million. Total operating expenses for the period were \$175.5 million with an unobligated balance of \$499,000 lapsing back to Treasury. Personnel compensation and benefits comprised \$138.4 million or 79 percent of total expenditures while travel and other objects comprised 7 percent and 14 percent respectively.

During the year we received approximately \$398,000 in reimbursements for services rendered to House and Senate committees, private organizations, etc., which was applied to our appropriation. We deposited \$550,000 in receipts for audit services and other miscellaneous services in the U.S. Treasury.

Staffing

Our greatest asset is the competence, dedication, and enthusiasm of our staff. As of September 30, 1978, we had 5,598 employees, a slight increase over last year. Of these, 4,200, or about 75 percent, were members of our professional staff.

**Table 6
ANALYSIS OF STAFF CHANGES**

	<i>Profes- sional</i>	<i>Other</i>	<i>Total</i>
Employees on rolls at October 1, 1977.....	4,085	1,247	5,332
Appointments	396	618	1,014
Transfers between categories	25	-25	0
Total	4,506	1,840	6,346
Separations:			
Retirements	44	22	66
Transfers to other agencies	125	63	188
Other separations	137	357	494
Total separations	306	442	748
Employees on rolls at Sept. 30, 1978¹	4,200	1,398	5,598
¹Includes:			
Permanent, full-time employees	4,159	1,036	5,195
Permanent, part-time employees.....	7	28	35
Students and other temporary employees	34	334	368

Over the past several years, we have striven to expand GAO's expertise to evaluate increasingly complex Government programs. We are employing and developing individuals with varied backgrounds and levels of competence. It is essential that we maintain our hard-earned reputation for objectivity, accuracy, and high professional standards.

Ten years ago relatively few professional staff members had backgrounds other than accounting, auditing, and law. Employees from other disciplines now make up 38 percent of our staff. Table 7 summarizes our staff-technical backgrounds.

**Table 7
COMPOSITION OF STAFF
(At Sept. 30, 1978)**

	<i>Total</i>
Professional:	
Accountants and auditors	2,475
Business administration/management	708

Attorneys	129
Actuaries and other mathematical scientists	112
Claims adjudicators/examiners	64
Engineers	27
Computer and information specialists	62
Economists and other social scientists	267
Personnel management specialists	58
Other	298
Total professional staff	4,200

Other:	
Administrative and clerical	1,326
Wage board	72
Total other staff	1,398
Total	5,598

Our diverse and complex responsibilities require staff members having functional expertise, supervisory capability, and versatility. Professional staff members can get wide experience and broaden their own perspectives of Government operations by auditing diverse Federal programs, or they may remain in a functional area to expand their expertise. We consider Office needs as well as the individuals in making staff assignments.

Our equal opportunity employment profile continued to improve as we hired, trained, and promoted minorities and women, who now comprise 38 percent of our work force. The groups' gains were particularly noticeable in our midlevel professional grades.

Participation on Boards, Councils, and Commissions

Federal statutes setting up special commissions or councils may name the Comptroller General as a member. Among those that he is serving on—and the authorizing legislation—are:

- The Advisory Council for the Office of Technology Assessment (Public Law 92-484, December 13, 1972, 86 Stat. 800).
- The Cost Accounting Standards Board, as chairman (Public Law 91-378, August 15, 1970, 84 Stat. 796).

In addition, three commissions on which the Comptroller General served completed their activities during the year: the National Commission on Electronic Fund Transfers, the Commission on Federal Paperwork, and the Task Force on the San Luis-Central Valley project. These groups submitted their findings and recommendations to the Congress in 1978.

Proposed Legislation Affecting GAO

It is our hope that the 96th Congress will act favorably on several matters to increase GAO's accountability to the Congress.

The Federal Accounting and Auditing Act of 1978—which came close to becoming law but was sidelined because of the crush on business at the close of the last Congress—was introduced in the House of Representatives on April 27, 1978. This proposed law would have three main effects on strengthening the relationship between the Congress and GAO. It would

- establish a congressional commission to recommend nominees for the future vacancies of Comptroller General of the United States, giving the Congress a voice in the appointment of a Comptroller General in addition to the process of confirmation;

- strengthen GAO's ability to obtain records from government agencies and from private groups receiving Federal funds, allowing GAO to provide the Congress with a more comprehensive and timely oversight of Federal compliance with legislative intent; and
- grant GAO authority to audit "unvouchered" expenditures, to assure the Congress that efficient and effective government is maintained.

Before the 95th Congress adjourned, this bill was passed by the House on October 3. Legislation was also introduced in the House of Representatives to exempt GAO from the controls of the executive branch's Civil Service Commission. This legislation and the companion bill in the Senate were the subjects of both Senate and House hearings in August, but were not acted on by committee. This bill would allow GAO to obtain a degree of latitude in hiring and staffing that would clearly give it greater independence from the executive branch, increasing its stature as an independent, nonpartisan agency of the Congress, and increasing its ability to serve the Congress better.

CHAPTER TWO

LEGISLATIVE RECOMMENDATIONS

The Budget and Accounting Act, 1921, requires GAO to make recommendations to the Congress “looking to greater economy and efficiency in public expenditures” and report such recommendations at the beginning of each congressional session or in special reports at any time. When an audit shows that corrective legislative action is required or desirable, the report includes a proposal for legislative consideration by the Congress or a recommendation to the affected agency to sponsor a legislative proposal.

This chapter summarizes the legislative recommendations acted on by the Congress during the fiscal year ended September 30, 1978, and lists all open legislative recommendations, made during this period and in prior years, which we still recommend to the attention of the Congress.

Legislative Recommendations Acted on by the Congress During Fiscal Year Ended September 30, 1978

Agriculture and Rural Development

Difficulties in coordinating farm assistance programs—Farmers Home Administration has traditionally been the primary Federal agency making disaster and non-disaster loans to farmers. The subsidized interest rate of the disaster loans coupled with the lack of

credit-elsewhere test creates a strong incentive for farmers to borrow from the Small Business Administration rather than their normal credit source.

We recommend that the Congress maintain the credit-elsewhere requirement to avoid unnecessary costs and interference with traditional sources of agriculture credit, enact legislation to liberalize the eligibility requirements and increase the loan limits of Farmers Home’s regular farm loan programs. The Agriculture Credit Act of 1978, P.L. 95-334, contains our recommendations. (CED-78-118, May 25, 1978)

Regulation of the Commodity Futures Markets—The Commodity Futures Trading Commission was created by the Congress in 1975 to bring more effective Federal regulation and oversight to the rapidly growing and increasingly important area of commodity futures trading—an industry in which the volume of business transacted currently exceeds \$1 trillion a year. During fiscal year 1978 the Congress completed a major sunset review of the Commission and GAO issued a report on the important aspects of the Commission’s operations. Based on its review, GAO concluded that the need for Federal regulation and oversight of futures trading was more compelling than ever and recommended that the Commission be reauthorized by the Congress for an additional 4 years. GAO also recommended that the Congress:

1. Streamline the Commission’s reparations program by providing that in cases involving claims of \$5,000 or less, oral hearings will be limited to the basic or novel issues of the case.
2. Provide enhanced customer protection in connection with the sale of commodity-related investments by permitting any State securities commission or other State authority to investigate and prosecute commodity-related fraud under State blue sky laws or other antifraud statutes.
3. Support actions taken to halt illegal and abusive practices in the sale of commodity options by suspending the sale of such options until such time as it can be shown, with reasonable certainty, that such trading can be conducted in a satisfactorily regulated manner with necessary customer protections and safeguards.
4. Delete the requirement for Senate confirmation of the Commission’s Executive Director.

The Commodity Exchange Act Extension and Amendments, P.L. 95-405, contains our recommendations. (CED 78-110, May 7, 1978)

Commerce and Transportation

SPEED LIMIT 55—Is It Achievable?—We recommended that the Secretary of Transportation implement a program of variable incentives or sanctions that would provide each State with maximum flexibility in reducing driver speed.

The Surface Transportation Assistance Act of 1978, P.L. 95-599, authorizes highway grants to States to provide additional enforcement of speed limits. The act further provides criteria to evaluate State speed limit programs and provides for penalties against States that fail to meet the standards. (CED-77-27, Feb. 14, 1977)

Effectiveness of Vehicle Safety Inspection Neither Proven Nor Unproven—We recommended that Congress reject the Department of Transportation's recommendation to make compliance with Federal vehicle safety inspection standards optional to the States. Further, Congress should require that the Federal standards be modified to allow greater flexibility to States in determining the specific type of inspection program best suited to their highway safety needs.

P.L. 95-599, the Surface Transportation Assistance Act of 1978, contains our recommendations. (CED-78-18, Dec. 20, 1977)

Education, Manpower, and Social Services

More Benefits to Jobless Can Be Attained in Public Service Employment—In April 1977, we reported to the Congress that several factors lessened the benefits from public service employment programs under the Comprehensive Employment and Training Act. These factors included: relatively few participants obtained permanent, unsubsidized jobs; and some new enrollees were members of families with substantial incomes.

We recommended that the Congress amend the act to limit the time and enrollee can remain in the public service employment programs. We also recommended that unemployed individuals who were not members of families with substantial incomes be given preferential treatment for all public service employment jobs.

The Comprehensive Employment and Training Act Amendments of 1978, P.L. 95-524, limit the duration in a public service employment program and target the program at economically disadvantaged persons. (HRD-77-53, April 7, 1977)

Better Criteria Needed for Awarding Grants for School Desegregation—In January 1978, we reported that under the Emergency School Aid Act program funds had been used for general educational rather than desegregation assistance because the administration allowed funding of school districts with planned desegregation efforts which were completed years ago, schools not affected by desegregation plans, and activities not related directly to implementing a desegregation plan. We further reported that regulations for eligibility under the "integrated schools provisions" don't ensure that such schools differ significantly from others within a district.

In line with our recommendations, the Education Amendments of 1978, P.L. 95-561, changed the criteria for assistance under the Emergency School Aid Act to emphasize the need for assistance, the degree of integration, and the recentness of the plan. Also, the amendments revised the list of authorized activities to place greatest emphasis upon those directly related to desegregation activities. Finally, the amendments eliminated the "integrated schools provisions" as a basis for eligibility. (HRD-78-36, Jan. 20, 1978)

General Government

Strengthening the labor-surplus policy—The effectiveness of the labor-surplus policy has been hampered by (1) a lack of aggressive implementation by Federal and State agencies, (2) the inability to provide total set-asides to labor-surplus firms, (3) competing socioeconomic programs, such as the small business program, and (4) broad and inflexible definitions of labor-surplus areas.

We recommended that the Congress either strengthen the policy by writing it into law and giving it a statutory base or rescind the policy and rely on other socioeconomic programs to direct Federal contracts to distressed areas. The Small Business Act, P.L. 95-89, permitted set-asides of certain procurements exclusively for award to labor-surplus firms. This amendment strengthens the labor-surplus policy, and is applicable only to civilian agencies. (PSAD-77-133, July 15, 1977)

Although the benefits provided under the D.C. police and firemen's system for optional retirement (retirement after 20 years' service at any age) were among the best in the United States, most police and firemen retired on disability under the system's aggravation clause. As of December 31, 1976, 81 percent of all covered former employees were on disability retirement. We recommended that legislation be enacted revising the eligibility criteria and benefits for disability retirement under the system.

The District of Columbia Retirement Reform legislation made a number of modifications in the system which are responsive to our recommendation, including:

- Changing from a high 12-month salary average to a high 3-year average for annuity calculations.
- Restricting application of the special provisions for injury or diseases “aggravated by the job.”
- Providing for partial disability depending on the nature and extent of the injury or illness.
- Adopting a cost-of-living annuity adjustment process rather than recomputation of annuity amounts each time active employees’ pay is increased. The legislation was passed by the 95th Congress but vetoed by the President, Nov. 5, 1978. (FPCD-78-48, July 10, 1978)

Improved Means of Dealing With the Nonproductive Federal Employee—While it has always been possible to discharge a nonproductive Federal employee, it has been perceived as and actually has been a difficult process. Major shortcomings in the Federal personnel system contributed to the problem. As a means of overcoming these shortcomings, we recommended that the Congress:

- Abolish present requirements for summary adjective ratings of “outstanding,” “satisfactory,” and “unsatisfactory.”
- Establish the requirement that job-related performance appraisals be used as a basis for developing, rewarding, assigning, demoting, promoting, retaining, or separating employees.
- Require a probationary period for employees serving in their initial managerial or supervisory position.
- Establish new and simplified procedures for taking adverse actions based on unacceptable performance.

These recommendations were included in the Civil Service Reform Act of 1978 (P.L. 95-454). (FPCD-78-71, Aug. 10, 1978)

New Salary System Established for Top Federal Executives—Because the salary rate for level V of the executive schedule has been the ceiling on salary rates for most other Federal pay systems, a problem of pay compression developed at senior levels of other Federal pay schedules. About 70 percent of the top three grades received the same salary.

In our report to the Congress, we stated that there was a need for legislation to establish a new salary system for top Federal executives which would give management greater flexibility in assigning pay and responsibility levels. We endorsed the pending legislation setting up a Senior Executive Service which would provide for flexible base salaries, bonuses, and incentive awards. We recommended that the legislation be modified to allow for a large enough pay differential between present pay ceilings and possible total compensation under the new system to provide enough incentive for executives to join the Senior Executive Service.

The Civil Service Reform Act of 1978, P.L. 95-454, provides for total possible compensation for members of the Senior Executive Service up to the annual rate payable for level I of the executive schedule which should provide the incentive necessary to help assure success of the new Service. (FPCD-78-60, July 21, 1978)

Obstacle Removed to Effective Implementation of the Intergovernmental Personnel Act—The Intergovernmental Personnel Act of 1970 provides for the temporary assignment of employees between the Federal and State or local governments. One of the principal problems encountered in carrying out the program has been the difficulty in attracting State and local government employees for detail to Federal positions where their Federal counterparts received higher salaries or were located in areas where the cost of living was higher.

We recommended that the Congress amend the act to allow the supplementation of State and local government employees’ salaries. This was accomplished by the Civil Service Reform Act of 1978 (P.L. 95-454). (FPCD-75-85, Mar. 7, 1975)

Apportionment Requirement for Federal Service Appointments—The Civil Service Act of 1883 directs that appointments to competitive civil service positions in Federal departments in Washington, D.C., be apportioned among the States, territories, and District of Columbia based on population as determined at the last census.

Because of exemptions to and waivers of the requirement, its effect had been minimal so we recommended that the apportionment requirement be repealed. This was accomplished with the passage of Public Law 95-228. (FPCD-74-44, Nov. 20, 1973)

Improvements Made in Administering Post-Federal Employment Laws and Regulations—Once Federal employees leave public service their employment options are restricted by law and regulation. Executive branch and agency attempts to enforce such restrictions have been limited due to the absence of specific language in the law establishing enforcement responsibilities.

Our report endorsed the enactment of pending legislation which would establish, within the executive branch, an Office of Ethics. We recommended, however, that specific language be added to this legislation to direct this Office to (1) determine the extent to which post-Federal employment activities may be a problem, (2) recommend action necessary to improve enforcement of post-Federal employment prohibitions, and (3) serve as the central administering authority to ensure successful implementation by individual agencies of such recommended action.

In addition, we recommended amendment of 18 U.S.C. 207 to remedy certain shortcomings and provide additional guidance to executive agencies in enforcing post-Federal employment statutes and regulations.

The Ethics in Government Act of 1978 (P.L. 95-521) established an Office of Government Ethics within the Office of Personnel Management and was generally responsive to our recommendations for strengthening codified statutes. (FPCD-78-38, Aug. 29, 1978)

Legal Limitations on Flexible Work Schedules Removed—Many companies, local governments, and other organizations have adopted an altered workweek using either flexible or compressed work schedules which have benefited both employers and employees. For most Federal employees, however, the workweek has been legally limited to a 5-day, 8-hour day, 40-hour week schedule.

As a means of determining altered work schedules' applicability to Federal employees, we recommended that title 5, U.S. Code and the Fair Labor Standards Act be amended to permit controlled experimentation with flexible and compressed work schedules. Public Law 95-390 contains our recommendation. (FPCD-75-92, Oct. 21, 1974, and FPCD-77-62, Sept. 26, 1977)

Improving the Federal Bank Supervisory Process—We recommended that the Congress establish a coordination mechanism to help the Comptroller of the Currency, the Federal Deposit Insurance Corporation, and the Federal Reserve System join forces to improve the Federal Bank supervisory process and resolve common problems. The Financial Institutions Regulatory and Interest Rate Control Authority Act, P.L. 95-630, contains our recommendation of establishing

the Financial Institutions Examination Council to improve the coordination of the bank regulatory agencies. (OCG-77-1, Jan. 31, 1977)

Health

Improvements in the Health Maintenance Organization Program—The Department of Health, Education and Welfare has been negligent in its management of the Health Maintenance Organization (HMO) program, particularly in the loan and compliance activities. In our 1978 report we recommended the deferral of action on proposals

- to increase total loans available to individual HMOs until HEW demonstrates that it can effectively administer the existing loan program and
- to stimulate Medicaid and Medicare enrollment until HEW demonstrates that it can effectively administer proposed changes in the reimbursement method and implement an effective compliance program.

The Health Maintenance Organization Amendments of 1978 keep the operating loan at the current level, but allow additional funds if a written determination is made by the Secretary, HEW, that such funds are necessary to preserve the fiscally sound operation of the HMO and to protect against the risk of insolvency. Loan funds for the acquisition or construction of ambulatory health care facilities were authorized. Action was deferred on Medicaid and Medicare changes.

We also recommended enacting the proposed financial disclosure requirements for third-party relationships and the proposed training program for HMO managers. The Health Maintenance Organization Amendments of 1978, P.L. 95-559, provide for both financial disclosure of organizational relationships and a program for training HMO administrators and other managerial personnel. (HRD-78-125, June 30, 1978)

Incentives Provided to Beneficiaries to Reduce the Cost of the Chronic Kidney Disease Program Under Medicare—Medicare covers most people with chronic kidney disease. The required waiting period for resumed Medicare coverage for persons whose transplants fail after 12 months was a disincentive to beneficiaries for obtaining transplants which are generally less costly than dialysis. Also, the required reimbursement policies were disincentives to beneficiaries for dialyzing at home, which is generally less costly than dialyzing at a facility. We recommended that the Congress eliminate the waiting period and provide incentives for home dialysis.

Public Law 95-292 includes provisions eliminating the waiting period and providing incentives for home dialysis. (MWD-75-53, June 24, 1975)

Elimination of Overlapping of Actuarial Functions for the Medicare Trust Funds—In the reorganization of the Department of Health, Education, and Welfare in March 1977, the Administrator, Health Care Financing Administration, was given the authority to manage the Medicare program. However, under law, the Commissioner, Social Security Administration, as Secretary of the Board of Trustees, had the responsibility of providing actuarial expertise for estimating disbursements from the Medicare Trust Funds. The Health Care Financing Administration had organized to provide this actuarial expertise.

To prevent any overlapping or duplication of actuarial functions, we suggested that the law be amended to designate the Administrator, Health Care Financing Administration, as the Secretary of the Board of Trustees for Medicare Trust Funds. Public Law 95-292 includes such a provision. (Testimony before the Subcommittee on Finance, July 21, 1977)

Potential for Reducing U.S. Financial Support and Ending Veterans Administration Involvement in Medical Programs for Filipino Veterans—We recommended that the Congress not fund the Veterans Administration Medical Care Program in the Philippines, which was established as a temporary program almost 30 years ago. We recommended that Congress change the funding from a reimbursable contract to a fixed-sum grant providing only for service-connected care at the Veterans Memorial Medical Center. The Veterans Administration did not request funding for the program for fiscal year 1979.

Public Law 95-392 did not include any money for the Veterans Administration Medical Care Program for the Philippines, and hence achieved the intent of our recommendations. (HRD-77-95, May 20, 1977)

Income Security

Improvements Made in the Program to Pay Black Lung Benefits to Coal Miners and Their Survivors—The Federal Coal Mine Health and Safety Act was enacted in 1969 to provide benefits to miners disabled by black lung and to survivors of miners who died from the disease. In 1972, amendments were made to the act to increase benefits and coverage and add new standards to ease the burden of proof facing claimants in establishing eligibility for benefits.

On July 11, 1977, we reported to the Senate Committee on Human Resources that the Department of Labor had been slow in achieving the results intended by the act. We specifically noted that Labor had been slow in adjudicating claims, approved relatively few claims, paid out little in benefits, and had a large backlog of claims.

We recommended that the Congress amend the Act to (1) remove the 3-year filing limitation which was denying otherwise eligible miners or their survivors benefits and (2) permit Labor to use more liberal "Interim Standards" in adjudicating black lung claims.

The Black Lung Benefits Reform Act of 1977, P.L. 95-239, eliminated the time limits described above and provided that the Secretary of Labor issue new medical standards for Labor cases, and until that time apply HEW medical standards to all reviewed and pending claims filed before March 1, 1978. (HRD-77-77, July 11, 1977)

Change in Parole Status of Refugees—As of December 1976, 44,000, or about 30 percent, of the 144,000 Indochinese refugees resettled in the U.S. after the collapse of South Vietnamese and Cambodian governments, were receiving cash assistance, largely attributable to their lack of marketable job skills and inability to speak English. As parolees in "indefinite voluntary departure status," refugees are neither American citizens nor permanent resident aliens, but are eligible for certain types of assistance from Federal departments and agencies normally available to citizens or permanent resident aliens.

Section 212(a)(15) of the Immigration and Naturalization Act (8 U.S.C. 1182) denies permanent resident alien status to parolees who are likely at any time to become public charges. Because their parole status was a major hindrance to permanent resettlement of Indochinese refugees, we recommended that the Congress enact legislation to change the Indochinese refugees' status from parole to permanent resident alien. Public Law 95-145 authorizes such a change. (HRD-77-34, May 10, 1977)

Financial Incentives Established for States to Reduce Erroneous Welfare Payments—For several years the Congress has expressed concern about the high incidence of erroneous payments under the Aid to Families with Dependent Children program. In 1973 HEW responded by establishing a timetable in its quality control program requiring States to achieve specified error tolerances. In March 1977, as a result of court decisions, HEW had to revoke its provision for withholding payments to States that did not comply.

We reported to the Congress that (1) although error rates have declined since 1973, nearly \$500 million a year in Federal funds is being misspent and (2) HEW lacks the means for withholding funds and will continue to encounter problems in implementing any financial incentive provision administratively. We recommended that the Congress enact legislation to establish financial incentives for States to effectively control payment errors. Public Law 95-216 amended the Social Security Act to establish a system of fiscal incentives for States to lower Aid to Families with Dependent Children payment error rates. (HRD-76-164, Aug. 1, 1977)

International Affairs and Finance

Change in the Commodity Import Program—We suggested that the Department of State and the Agency for International Development (AID) consider the advantages and disadvantages of alternatives to the present Commodity Import Program processing method for Israel. For example, we outlined the pros and cons of linking Commodity Import Program disbursements to a level of U.S. exports as compiled and reported by the Department of Commerce. We also proposed that State and AID: (1) assess the economic and political factors that would be affected by efforts to resolve the undisbursed funds problem, (2) decide on a course of action or alternative actions, and (3) present proposals to the foreign aid committees of the Congress. AID requested the Congress to replace the Commodity Import Program with a cash transfer program.

The International Security Assistance Act of 1978, P.L. 95-384, authorizes switching the Israel program to a cash transfer. (ID-78-31, August 18, 1978)

Better Program Management Through Eliminating Exchange Rate Gains and Losses from Department of Defense Budget Process—We concluded it would be desirable to provide for an alternative funding method to eliminate from the budgetary process exchange rate losses that are not predictable and that have adversely affected Department of Defense programs. This would also help ensure that Defense does not supplement its appropriations through gains derived from favorable currency rate fluctuations.

We recommended that authorizing legislation be sought to achieve these purposes.

The Department of Defense Appropriations Act for the fiscal year 1979, P.L. 95-457, provides for a similar approach. (ID-78-33, April 7, 1978)

Improving U.S. Nuclear Export Controls—We concluded that the Administration's proposed legislation to curb the risks of nuclear weapons proliferation was generally constructive, but we recommended that the Congress (1) require that new agreements for cooperation in the peaceful uses of atomic energy with other nations include at least guarantees by non-nuclear weapons nation recipients not to acquire or develop nuclear explosive devices and to subject their entire peaceful nuclear program to international safeguards, (2) declare that the United States will not export sensitive nuclear technology except under special circumstances, and (3) establish a timeframe for the executive branch to initiate negotiations to upgrade existing agreements for cooperation.

The Nuclear Non-Proliferation Act of 1978, P.L. 95-242, incorporates our recommendations. (ID-77-53, Oct. 4, 1977)

Financing International Nuclear Safeguards—In recent years the U.S. has provided special help to improve international nuclear safeguards. We questioned whether the International Atomic Energy Agency could effectively absorb any further substantial increases in U.S. monetary and in-kind assistance. We recommended that the Congress provide no additional special funding for such safeguards beyond that in the U.S.-assessed share and normal voluntary contributions, without obtaining formal assurances from the executive branch that the international agency could use such special monetary and in-kind assistance effectively. The Congress has not authorized or appropriated additional funding to strengthen international safeguards since we issued our report. (ID-77-53, Oct. 4, 1977)

A Greater Role for the International Atomic Energy Agency in Physical Security—We recommended that the Congress include as one of the objectives of nuclear non-proliferation legislation, efforts to promote a greater role for the International Atomic Energy Agency in improving global physical security of nuclear materials.

The Nuclear Non-Proliferation Act of 1978, P.L. 95-242, calls for the United States to seek to negotiate with other nations and groups of nations international procedures to be followed in the event of diversion, theft, or sabotage of nuclear material or equipment. In this regard, a draft physical security convention was submitted by the United States and is being negotiated under the auspices of the International Atomic Energy Agency. (ID-77-53, Oct. 4, 1977)

Non-Proliferation Impact on the Pricing of Enrichment Services—During the 95th Session, the Congress was considering executive branch backed legislation to allow the price of enrichment services to be increased substantially. We recommended that before enacting such legislation the Congress consider the effect of such action on the U.S. non-proliferation goals. The Congress deleted the provisions for changing the enrichment pricing criteria from the Department of Energy Act of 1978, P.L. 95-238, signed by the President on February 28, 1978. (ID-77-53, Oct. 4, 1977)

Return of U.S.-Supplied Foreign Nuclear Spent Fuel—Because of a number of complex issues that remained unresolved, we recommended that the Congress (1) be consulted during the formulation of U.S. policy on the disposition of U.S.-supplied foreign spent fuel and (2) review the administration's detailed analysis of the international and domestic impact of each option before the U.S. announces any policy directive concerning the return of foreign spent fuel or participation in international spent fuel storage centers.

The Department of Energy Act of 1978, P.L. 95-238, and the Nuclear Non-Proliferation Act of 1978, P.L. 95-242, provide that the executive branch may not enter into any arrangement involving a direct or indirect commitment for the repurchase, transportation, storage, or other disposition of any foreign spent fuel without giving cognizant congressional committees the opportunity to review any such arrangement. (ID-77-53, Oct. 4, 1977)

Law Enforcement and Justice

Survey of Minority Voter Participation Terminated—Under the Voting Rights Act, the Bureau of the Census had responsibility for conducting biennial surveys (concurrent with congressional election years) of jurisdictions covered under the act's preclearance requirements to assist the Department of Justice in identifying those jurisdictions with voting problems and to provide the Congress with data to measure the impact of the act.

We suggested that the Congress reassess the need for this survey because it would cost \$44 million and would be of limited use in helping the Department of Justice identify potential litigative matters. Neither the Senate nor the House provided funding for the 1978 survey, and all activities connected with it were terminated. (GGD-78-19, Feb. 6, 1978)

Charges for Services to Special Beneficiaries Modernized—We reported that the Secretary of the Treasury

should prepare legislation to

- transfer the U.S. Customs Service statutory fees to the administrative jurisdiction of the Secretary of the Treasury,
- combine fees to eliminate certain administrative work, and
- eliminate outdated user charges.

The Secretary submitted proposed legislation and the Customs Procedural and Simplification Act of 1978, P.L. 95-410, contains these above objectives. (GGD-75-72, Mar. 10, 1975)

Natural Resources, Environment, and Energy

Deferring the Demonstration or Commercialization of Nuclear Reprocessing Technology—We concluded that the most reasonable approach was to defer the commercial demonstration of reprocessing and commercialization itself until studies on alternatives to the liquid metal fast breeder reactor and reprocessing were completed and the many uncertainties concerning proliferation, safeguards, safety, economics, and uranium resources were better defined and/or improved.

We recommended that the Congress not authorize funds for commercially demonstrating or commercializing reprocessing technology, at least until technical alternatives are evaluated, but recognize the need for a viable research and development program for fuel reprocessing.

The Department of Energy Act of 1978 (P.L. 95-238), contains provisions in line with our recommendation. (ID-77-53, Oct. 4, 1977)

Cleaning Up Uranium Mill Tailings at Inactive Mills—We suggested that the Congress endorse the basic idea of having the Federal Government take the lead in cleaning up abandoned uranium mill tailings at 22 inactive mill sites. The Federal Government is the only organization with the ability to undertake the cleanup on a comprehensive basis. We felt that the Congress should make it clear, however, that this situation is unique and establishes no precedent for the Federal Government assuming the financial responsibility of cleaning up other nuclear facilities and waste. Public Law 95-604 allows the Federal Government to take the lead in cleaning up abandoned uranium mill tailings at inactive mill sites. (EMD-78-90, June 20, 1978)

Improved Regulation of Natural Gas Obtained Under Emergency Provisions—We reported that inadequate administration of emergency purchases of natural gas allowed interstate pipeline companies to

purchase large quantities of natural gas without restrictions in terms of what constituted an emergency or what priorities governed the use of natural gas.

We recommended that a firm policy be established to provide that emergency provisions be used only to supply high-priority uses. The Natural Gas Policy Act of 1978, P.L. 95-621, has given the President permanent authority to declare a natural gas emergency, allocate supplies of natural gas when necessary during the emergency, and direct the transportation of the natural gas. The act also defines which users of natural gas will be designated "high-priority" users during an emergency, and gives the President authority to prohibit a pipeline from making emergency purchases if it is serving low priority users or does not expect to curtail deliveries to low priority users. (EMD-78-10, Jan. 6, 1978)

Additional Funding to Control Nonpoint Sources of Water Pollution—We reported to the Congress that limited nonpoint pollution controls exist and that abatement planning is hindered because the funds needed for data gathering activities are not available. We addressed various ways in which abatement and control of nonpoint pollution could be improved but noted that billions of dollars would be needed. We recommended that the Congress address the following questions during future oversight hearings on the 1972 Federal Water Pollution Control Act Amendments.

- Will available funding be sufficient to greatly reduce nonpoint pollution or will additional funds be needed?
- If additional funds are provided, what criteria are needed to determine eligibility, funding levels, and acceptable uses for such funds?

Although billions will eventually be needed, the Clean Water Act, P.L. 95-217, provided \$600 million to fund rural property owners' efforts to install proper land management practices for soil conservation and nonpoint pollution control. (CED-78-6, December 20, 1977)

Deadline Extensions Provided for Certain Wastewater Discharges—In a February 1976 report to the Subcommittee on Investigations and Review, House Committee on Public Works and Transportation, we questioned whether all industrial and a majority of municipal dischargers would be able to construct pollution abatement facilities necessary to meet water quality requirements by the statutory deadline, July 1, 1977. We recommended that the Federal Water Pollution Control Act be amended to give the Environmental Protection Agency authority to

- extend on a case-by-case basis the July 1, 1977, requirements that industrial dischargers achieve permit effluent limitations where permit conditions cannot be met by the deadline after challenges to permit conditions have been resolved and
- grant extensions on a case-by-case basis to municipalities which cannot meet the July 1, 1977, water quality requirements because of insufficient time or Federal funds.

The Clean Water Act of 1977 authorized compliance extensions (1) up to April 1, 1979, for good-faith dischargers unable to meet the July 1, 1977, deadline and (2) up to July 1, 1983, for municipalities unable to complete construction or obtain timely Federal financial assistance. (RED-76-60, Feb. 9, 1976)

Better Data for Appraising Outer Continental Shelf Oil and Gas Resources—We recommended that the Congress pass pending legislation to provide for an Outer Continental Shelf leasing program that will identify the size, timing, and location of leasing, to help assure that the Government receives fair market value for its oil and gas.

The 1978 Amendments to the Outer Continental Shelf Lands Act (P.L. 95-372) is a comprehensive update of the 1953 act. One new provision added to the act requires the Secretary of the Interior to prepare a 5-year Outer Continental Shelf leasing program indicating size, timing, and location of leasing. (EMD-77-19, March 7, 1977; EMD-77-51, June 28, 1977; EMD-78-48, June 8, 1978)

Veterans Benefits and Services

Improved administration of the Veterans Administration's Education Loan Program—The primary purpose of VA's Education Loan Program is to provide an additional source of aid to veterans attending high-tuition schools who would otherwise be financially unable to do so.

In our May 1978 report and in testimony before the House Veterans' Affairs Committee we said that the program was not accomplishing its intended objective. We reported that (1) most of the \$33 million in loans made since inception of the program were made to veterans attending schools charging low tuition or no tuition at all, (2) because VA had not provided adequate criteria for evaluating a veteran's financial needs nor adequately defined education-related expenses, many of the loans were justified and approved on the basis of such questionable expenses as car payments,

credit card installment payments, or home improvement costs, and (3) 44 percent of the loans which had come due were in default.

We recommended that the Congress consider giving VA the authority to restrict loans to veterans in high cost schools and shorten the required repayment period for small loans.

The Veterans Housing Benefits Act of 1978 (P.L. 95-476) amended the law to provide VA authority to restrict loans to veterans attending high-cost schools and to shorten the repayment period for small loans. Also, VA's Readjustment Benefits Appropriation for fiscal year 1979 (P.L. 95-392) was reduced \$49.3 million in anticipation of reduced loan demand due to more stringent program regulations. (HRD-78-112, May 11, 1978)

Open Legislative Recommendations Made During the Fiscal Year Ended September 30, 1978

Agriculture and Rural Development

The Farmers Home Administration has interpreted section 331(d) of the Consolidated Farm and Rural Development Act (7 U.S.C. 1981(d)) to permit the reamortization of water and waste disposal loans for periods that exceed the 40-year maximum repayment period stipulated in section 307(a) of the act. However, other Farmers Home Administration programs to which section 307(a) applies do not permit reamortizations that extend the final maturity date of the loan.

The Secretary of Agriculture should ask the Congress to clarify the Farmers Home Administration's policy for extending the repayment period of reamortized loans for periods exceeding 40 years and, if necessary, to amend section 307(a) of the Consolidated Farm and Rural Development Act (7 U.S.C. 1927). (CED-78-61, March 13, 1978)

Committee jurisdiction:

Senate: **Agriculture, Nutrition, and Forestry**
House: **Agriculture**

The many differences between the Farmers Home Administration and Small Business Administration disaster programs make it difficult for them to effectively coordinate their efforts and can result in confusing and inequitable situations for farmers.

The Congress should

- require the two agencies to establish a task force to determine what specific changes should be made to the agencies' authorizing legislation, regulations, and policies and procedures to achieve consistency between their programs and to avoid duplicating efforts, if Small Business continues to make disaster loans to farmers, and
- enact legislation to impose a credit-elsewhere requirement on the Small Business program. (CED-78-118, May 25, 1978)

Committee jurisdiction:

Senate: **Agriculture, Nutrition, and Forestry**
Select Committee on Small Business
House: **Agriculture**
Small Business

The Congress should amend the Federal Meat Inspection Act and the Poultry Products Inspection Act to authorize the Secretary of Agriculture to (1) make periodic unannounced inspections of meat and poultry processing plants, (2) require meat and poultry processing plants to develop and implement quality-control systems, and (3) withdraw inspections or impose civil penalties of up to \$100,000 for plants failing to comply with inspection requirements. Such actions would allow Agriculture to use its inspection resources more efficiently by tailoring inspection frequency to the needs of individual plants. Effective quality-control systems would provide increased assurance to consumers that they are receiving wholesome, unadulterated, and properly branded products. (CED-78-11, December 9, 1977)

Committee jurisdiction:

Senate: **Agriculture, Nutrition, and Forestry**
House: **Agriculture**

Civil Rights

The Congress should consolidate the title VII program, authorized by the Civil Rights Act of 1974 (42 U.S.C. 2000 e) and administered by the Equal Employment Opportunity Commission, and the contract compliance program, established by Executive Order 11246 and administered by the Department of Labor. (HRD-78-72, June 9, 1978)

Committee jurisdiction:

Senate: **Human Resources**
House: **Education and Labor**

Commerce and Transportation

The Congress should authorize those States wishing to maximize safety benefits and found by the Federal Highway Administration to be selecting all their safety projects according to cost-effectiveness to treat categorical safety programs as a single safety fund. In the interim, Congress should reassess the current allocation of funds among the categorical safety programs. Congress should also require the Department of Transportation to provide the Congress a cost estimate for reducing accident risk at grade crossings to a uniform level, and, if categorical safety funding is retained, should amend section 203(d) of the Highway Safety Act of 1973 to distribute crossing safety funds among States in proportion to their needs for meeting the level of safety to be established by the Federal Highway Administration. (CED-78-83 April 25, 1978)

Committee jurisdiction:

Senate: **Environment and Public Works**
House: **Public Works and Transportation**

The Congress should reassess the highway beautification program. If the Congress wants to strengthen the non-conforming sign removal program, it should amend the Highway Beautification Act to encourage the States to (1) remove all signs except those on-premise and landmark signs or (2) remove all signs, except on-premise signs, landmark signs, and signs in areas of actual commercial or industrial use. (CED-78-38, March 27, 1978)

Committee jurisdiction:

Senate: **Environment and Public Works**
House: **Public Works and Transportation**

To provide for a more effective cargo preference program that will foster development and maintenance of the U.S. Merchant Marines, section 901(b) of the Merchant Marine Act of 1936 should be clarified concerning the types of programs to be covered under cargo preference legislation and the extent of the Maritime Administration's authority to determine the applicability of cargo preference legislation to specific programs. (CED-78-116, June 8, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Merchant Marine and Fisheries**

To resolve a controversy between energy and maritime interests over common use of the ocean, the Congress should (1) authorize the Coast Guard to designate obstruction-free shipping routes on the Outer Continental Shelf, (2) require the Coast Guard to relocate or adjust shipping routes when necessary for the exploration and development of oil and gas deposits, and (3) authorize the Coast Guard to veto any obstruction to designated shipping routes until the shipping routes can be relocated or adjusted. (CED-78-107, May 2, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Merchant Marine and Fisheries**

The Communications Satellite Act of 1962 should be amended to show that:

- The Federal Communications Commission has final authority to instruct the Communications Satellite Corporation (COMSAT) under section 201(c) for regulatory matters.
- The President has final instructional authority for foreign policy matters under section 201(a) of the act.
- The President has final instructional authority on a regulatory matter in which he determines that a clear, overreading national interest concern exists. In such a case, the President would provide a separate instruction to COMSAT.
- A final instruction to participate in the construction of a facility will not be issued to COMSAT before the Federal Communications Commission has issued a license for that facility to COMSAT pursuant to section 214 of the Communications Act of 1934.

The Congress should amend section 214 of the Communications Act of 1934 to recognize, as a matter of policy, that decisions on international telecommunications facilities are distinct from decisions on domestic facilities. This recognition should include expanding the test of public convenience and necessity for international facilities to (1) recognize the joint ownership of international telecommunications facilities and (2) recognize that Federal Communications Commission decisions can impact the decisions of foreign entities.

The Congress should repeal the Cable Landing License Act of 1921. (CED-78-87, March 31, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Interstate and Foreign Commerce**
Committee

The Congress should decide whether the Federal Government should continue to own and operate the Alaska Railroad. (CED-78-137, July 27, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Interstate and Foreign Commerce**

The Congress should discontinue the Second Career Training Program for air traffic controllers by repealing section 3381 of title 5, United States Code. (CED-78-131, June 29, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

More equitable arrangements for U.S. carriers could be obtained by modifying and more effectively implementing the International Air Transportation Fair Competitive Practices Act of 1974 and by securing common methods of assessing user charges in bilateral and multilateral agreements. The Congress should amend the act to provide for more timely and effective Government response to unfair competitive practices, and reporting responsibility should be transferred to the Department of Transportation. (ID-77-50, Mar. 17, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Public Works and Transportation**

Community Development and Housing

The Congress should authorize

- Department of Housing and Urban Development to insure mortgages on individual condominium homes without requiring that the project be built under a Department mortgage insurance program. Project mortgage insurance can still be offered at the builder's option.
- Veterans Administration to guarantee loans on individual condominiums not originally built or sold as condominiums. (CED-78-71, Mar. 21, 1978)

Committee jurisdiction:

Senate: **Banking, Housing and Urban Affairs**
House: **Banking, Finance and Urban Affairs**

The section 236 rental housing program had been successful in producing housing for a tenant group not covered by other programs. This group was largely excluded from housing assistance when 236 was suspended. If the Congress wishes to assure that some housing assistance go to moderate income households, it should provide additional funding to section 236 and require that some percentage of assistance go to moderate income households.

The long-term subsidy costs of leasing existing units have never been adequately compared to the costs of new construction. Since the Department of Housing and Urban Development's policy has been weighted toward leasing in recent years, and this could cause a decline in rental housing production and perhaps unnecessary inflation in rents, the Congress should consider requiring that housing funds be expended to balance existing and new construction subsidies. (PAD-78-13, Jan. 10, 1978)

Committee jurisdiction:

Senate: **Banking, Housing and Urban Affairs**
Appropriations
House: **Banking, Finance and Urban Affairs**
Appropriations

The Congress should redefine the national policy for Indian housing and establish a program with realistic goals and objectives for implementing that policy. Specifically, the Congress should consolidate Indian housing programs and combine the responsibility for Indian housing into a single agency. (CED-78-63, Mar. 31, 1978)

Committee jurisdiction:

Senate: **Banking, Housing and Urban Affairs**
House: **Banking, Finance and Urban Affairs**

The Congress should amend section 803(c) of the National Housing Act to permit the Secretary of Housing and Urban Development to terminate mortgage insurance premium payments on Department of Defense-owned Wherry and Capehart housing mortgages. The practice of requiring the Department of Defense to pay those premiums is no longer necessary, in our opinion, especially since (1) the Secretary of Defense has guaranteed payment of outstanding mortgages on these properties, and (2) the Congress has provided

annual appropriations to repay the mortgages. (CED-78-146, Aug. 3, 1978; CED-78-147, Aug. 3, 1978)

Committee jurisdiction:

Senate: **Banking, Housing and Urban Affairs**
House: **Banking, Finance and Urban Affairs**

Education, Manpower, and Social Service

The Congress should establish uniform eligibility standards and methods for determining benefit amounts so that all unemployment insurance claimants are treated equally. Implementation of this recommendation would help assure uniform eligibility of claimants. However, differences in benefit amounts payable among the jurisdictions would continue. (HRD-78-1, April 5, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

General Government

The Congress should amend section 7 of the Public Buildings Act of 1959 (40 U.S.C. 606) to require congressional authorization of alterations to leased space which involve a total expenditure in excess of \$500,000. This change will make the law consistent with the approval process required for alterations in Government-owned buildings. (LCD-78-338, September 14, 1978)

Committee jurisdiction:

Senate: **Environment and Public Works**
House: **Public Works and Transportation**

The Congress should amend the Economy Act of 1932 (40 U.S.C. 278a) to eliminate the provisions relating to the limitation for alterations, improvements, and repairs to rented buildings to not more than 25 percent of the first year's rent. (LCD-78-338, September 14, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
Environment and Public Works
House: **Government Operations**
Public Works and Transportation

The Bureau of Indian Affairs budget appropriation and fund control system could avoid congressionally directed reductions to administrative costs. To exercise better controls over the Bureau's administrative costs and to help insure that future congressionally directed reductions are made, the Congress should

- provide the Bureau with a separate appropriation for administrative expenses or place a percentage or dollar limitation on the amount of its total appropriations that can be spent for administrative costs and
- specify in future appropriations the amounts that can be used to pay personnel costs, especially when desiring to reduce the number of administrative personnel. (FGMSD-78-17, February 15, 1978)

Committee jurisdiction:

Senate: **Appropriations**
House: **Appropriations**

The Congress should amend section 3121 of the Internal Revenue Code to require separate business entities to meet at least three of four specific criteria before using common law criteria to determine employment status. The Congress should further amend the Internal Revenue Code to provide that, absent fraud, the Internal Revenue Service cannot make retroactive employee determinations in those cases where businesses (1) annually obtained a signed certificate from the persons they classify as self-employed stating that they meet all separate business entity criteria and (2) annually provide the Internal Revenue Service the name and the employer identification or social security number of all such certificate signers.

The certificate should be

- signed by the contractor under penalty of perjury, and
- in a form approved by the Secretary of the Treasury. (GGD-77-88, Nov. 21, 1977)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

Although the Freedom of Information Act does not specifically establish an oversight agency, the Department of Justice has been functioning in this capacity. To strengthen Justice's ability to perform as an over-

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sight agency, the Congress should amend the Freedom of Information Act to clearly give the oversight role to the Department of Justice and delineate the responsibilities of the Department in this role. (LCD-78-120, July 25, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
Judiciary
House: **Government Operations**
Judiciary

The Congress should amend section 6521 of the Internal Revenue Code to authorize the Internal Revenue Service to reduce the employees' portion of social security taxes assessed against employers by an appropriate portion of the self-employment social security taxes paid by reclassified employees for the open statute years. (GGD-77-88, Nov. 21, 1977)

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Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

The Presidential Transition Act should be amended so that

- the act would apply only to the incoming administration,
- expenditures of transition funds would have to be approved in advance by the Administrator of General Services, and
- the use of military aircraft on a reimbursable basis for transition purpose would be authorized.

The Former Presidents Act should be amended so that all services available to an outgoing administration would be provided under the act. (GGD-78-36, Dec. 23, 1977)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Government Operations**

The Congress should enact a civil penalty to be used as a deterrent to filers who claim false deposits on their tax returns. A penalty like the failure-to-file penalty, which is 5 percent a month up to a maximum of 25 percent, should be considered by the Congress as a possible solution. (GGD-78-14, Feb. 21, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

The Congress should act on our previous recommendation to amend existing privacy legislation to prohibit direct electronic linkage between Internal Revenue Service computer systems and any other computer system. If the Congress wants to provide further protection, it could amend section 6103 of the Internal Revenue Service Code to expressly prohibit the Internal Revenue Service from linking or consolidating tax returns or return information for nontax administration purposes except as authorized by Federal statute. (LCD-76-115, Jan. 17, 1977, GGD-78-43, Mar. 1, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

The Congress needs to reconsider whether the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (42 U.S.C. 4601) should cover all displacements caused by Federal or federally assisted acquisition and nonacquisition projects and whether the act should provide additional benefits to displaced businesses. Congress should also provide for one set of governmentwide regulations to replace the multiple sets now issued by various Federal agencies. (GGD-78-6, Mar. 8, 1978)

Committee jurisdiction:

Senate: **Environment and Public Works**
Governmental Affairs
House: **Banking, Finance, and Urban Affairs**
Public Works and Transportation

To eliminate duplication between the Department of Agriculture's Statistical Reporting Service and the Department of Commerce's Census Bureau in keeping separate listings of farm operators and to reduce Federal spending, the Congress should

- amend 26 U.S.C. 6103 to allow the Internal Revenue Service to provide the Statistical Reporting Service certain information for statistical purposes only and

—amend Section 8(b) of title 13 to allow Census to provide certain information to the Statistical Reporting Service from the Census of Agriculture for statistical purposes only. (GGD-78-29, Apr. 13, 1978)

Committee jurisdiction:

Senate: **Finance**
Governmental Affairs
House: **Post Office and Civil Service**
Ways and Means

To keep interest costs to a minimum, the Congress should favorably consider legislation authorizing the Bureau of Engraving and Printing to borrow money from the Treasury for capital equipment needs. (GGD-78-67, July 5, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

To better protect the interests of the Government and taxpayers, the Congress should amend section 6335(e) (1) of the Internal Revenue Code to provide that if no person offers to purchase property at a sale at the minimum bid price, the property shall be declared to be purchased at such price for the United States or released back to the taxpayer if the Internal Revenue Service determines it is not in the best interest of the Government to purchase the property. Such a determination must be made by IRS prior to the sale. The criteria used by IRS to make such a determination should be developed by the Commissioner. (GGD-78-42, July 31, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

Civil rights legislation should be amended to give the handicapped Federal job applicant the same right as other minorities in challenging discrimination. (FPCD-78-40, July 6, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
Human Resources
House: **Judiciary**
Post Office and Civil Service

The Government only charges financial institutions and insurance companies for processing payroll allotments of civilian employees working in the United States. The Government does not charge the same or similar organizations to handle military allotments or allotments of civilians working overseas. The Congress should:

- Drop the existing charges for civilian allotments.
- Charge financial institutions for the current costs of all allotments.
- Distribute the current costs for all allotments between the financial institutions and insurance companies. (FGMSD-78-52, Sept. 29, 1978)

Committee jurisdiction:

Senate: **Armed Services**
Banking, Housing and Urban Affairs
House: **Armed Services**
Banking, Finance and Urban Affairs

To help ensure the quality of the Department of Labor's determination of causal relations, the Congress should amend the Federal Employees' Compensation Act to place in the employing agencies the authority to appeal to the Employees' Compensation Appeals Board any

- finding of causal relation by Labor, or
- Labor decision continuing compensation benefits which, in the employing agency's opinion, is inconsistent with or not supported by the available evidence. (HRD-78-119, September 28, 1978)

Committee jurisdiction:

Senate: **Human Resources**
House: **Education and Labor**

The Congress should:

- Endorse a national policy of reliance on private enterprise for the Government's needed goods and services to the maximum extent feasible, insofar as doing so is consistent with the national interest, within the framework of procurement at reasonable prices.
- Require executive agencies to report on their progress in supporting that national policy.
- Direct reviews of existing legislation relative to the Government make-or-buy decision to identify and eliminate potential sources of conflicts and inequities. (PSAD-78-118, September 25, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Government Operations**

The law (P.L. 89-205) which permits Federal retirees to benefit from cost-of-living increases which occurred while they were still employed should be amended to provide that adjustments to the annuities of new retirees be prorated to include only those increases that occurred after their retirement. (FPCD-78-2, Nov. 17, 1977)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

The Congress should enact legislation which would provide for separate pay and benefit systems for Federal and District of Columbia employees. (FPCD-77-71, Jan 12, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**
District of Columbia

The Congress should consolidate into one law the authority to investigate and judge the suitability and loyalty to Federal employees. (FPCD-77-64, Dec. 16, 1977)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

The civil service disability retirement provisions of title 5, section 83, of the U.S. Code should be amended to encourage retention of potentially productive disabled employees by requiring Federal agencies to reassign employees to other jobs they would be able to do. Also, the definition of economic recovery from disability should be revised to preclude annuitants earning more than their former Government pay and still retaining their annuities. In addition, the Congress should resolve legislatively whether Federal income tax returns should be used to independently verify reported income of disability retirees. (FPCD-78-48, July 10, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

The Congress should reevaluate the need for special retirement benefits to Federal law enforcement and firefighter personnel. If the special retirement policy is continued, however, the Congress should (1) amend the law to require additional retirement contributions by employing agencies and (2) reevaluate the eligibility criteria, the mandatory retirement provision, and the benefit structure. (FPCD-78-48, July 10, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

Title 5, Section 5991(a)(1), of the U.S. Code should be repealed because the nontaxable cost-of-living allowance the law authorizes for Federal employees in Alaska, Hawaii, Guam, Puerto Rico, and the Virgin Islands is no longer an appropriate means of compensation in nonforeign areas. (FPCD-78-60, July 21, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

Legislation should be enacted changing Federal white-collar employee pay-setting process to

- establish Federal salary schedules that are more in line with labor market characteristics and pay practices on non-Federal employees,
- include State and local government employees in the occupational groups covered in annual wage surveys,
- reduce or compensate for the 6-month time lag between the wage survey and the pay adjustment, and
- provide proper recognition of differences in individual employees' proficiency and performance. (FPCD-78-60, July 21, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

For Federal blue-collar employee pay-setting procedures to achieve comparability in both pay and benefits with the private sector, legislation is needed to revise

- the five-step system for each nonsupervisory grade with the average local prevailing rate equated to the second wage step even though 80 percent of Federal blue-collar employees are above this wage level,
- wage rates which are based on the private sector rates paid in another wage area, and
- night-shift differentials that are not determined in accordance with prevailing industry practices but are based on a percentage of the scheduled wage rate. (FPCD-78-60, July 21, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

The Congress should include Tennessee Valley Authority employees in the coverage under labor-management relations legislation of either (1) those statutes applicable to the private sector or (2) those applying to other Federal employees. (FPCD-78-12, Mar. 15, 1978)

Committee jurisdiction:

Senate: **Human Resources**
Governmental Affairs
House: **Education and Labor**
Post Office and Civil Service

The Congress should enact pending legislation authorizing multiyear procurement for Federal agencies and provide for the Office of Federal Procurement Policy to:

- Develop appropriate criteria for use of the procurement method.
- Require responsible agency officials to determine when the criteria are met.
- Provide for the payment of cancellation costs. (PSAD-78-54, January 10, 1978 and PSAD-78-115, June 14, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Government Operations**

If the Bureau of Labor Statistics is unable to revise its method of computing nationwide average retail food prices because of changes in its retail price collection procedures, the Congress should direct the Bureau to institute a program of retail price collection which

would allow (1) continued publication of nationwide average retail prices obtained by the Bureau for many individual commodities and (2) farm value-retail price spreads to be published by the Department of Agriculture. (CED-78-170, September 8, 1978)

Committee jurisdiction:

Senate: **Agriculture, Nutrition and Forestry**
Human Resources
House: **Agriculture**
Education and Labor

Health

The Congress should extend until December 31, 1979, the contract hospital program in Puerto Rico and the Virgin Islands in order to provide sufficient time for the Veterans Administration to completely reassess the total health care needs of veterans in these locations.

Because of the uncertainty concerning whether the limitation on the use of contract hospitals applies to Puerto Rico and the Virgin Islands, we recommended that the Congress revise the law to clarify the type and extent to which limitations should be improved. (HRD-78-84, Mar. 30, 1978)

Committee jurisdiction:

Senate: **Veterans' Affairs**
House: **Veterans' Affairs**

To encourage better use of Federal medical resources and remove obstacles to interagency sharing, the Congress should enact legislation to:

- Establish a Federal policy that directs interagency sharing when appropriate.
- Authorize the establishment of a method of reimbursement under which the providing Federal hospital would receive any revenues received to offset any expenses incurred.
- Assign to the Office of Management and Budget the responsibility to (1) coordinate the implementation of an effective interagency Federal medical resources sharing program and (2) report annually to the Congress concerning the progress being made toward increased sharing of these resources. (HRD-78-54, June 14, 1978)

Committee jurisdiction:

Senate: **Armed Services**
Human Resources
Veterans' Affairs

**House: Armed Services
Interstate and Foreign Commerce
Veterans' Affairs**

One Federal program designed to help alleviate the geographic maldistribution of physicians and other health professionals is the health professions education loan cancellation/repayment program, first authorized in 1965. The legislation provided initially for canceling health profession loans in return for an individual's agreement to practice in a designated health manpower shortage area.

Congress should consider repealing the authorization for the loan repayment program for physicians since (1) it has not induced substantial numbers of physicians to voluntarily practice in designated health manpower shortage areas and (2) it seems that many physicians participating in the program received wind-fall repayment of their education loans by the Federal Government since they would have established their practice in those shortage areas anyway. (HRD-77-135, August 22, 1978)

Committee jurisdiction:

**Senate: Human Resources
House: Interstate and Foreign Commerce**

The Occupational Safety and Health Act of 1970 should be amended to permit the Department of Labor to resolve employee complaints about potential hazards that do not threaten serious physical harm without making inspections at workplaces. (HRD-77-143, Apr. 5, 1978)

Committee jurisdiction:

**Senate: Human Resources
House: Education and Labor**

The Congress should clarify section 301(e) of the Public Health Service Act to specifically state whether patients participating in federally supported medical research projects at Public Health Service institutions, hospitals, and stations, including the National Institutes of Health Clinical Center, can be charged for any services they receive. (HRD-78-21, Dec. 12, 1977)

Committee jurisdiction:

**Senate: Human Resources
House: Interstate and Foreign Commerce**

The Congress should amend the Federal Food, Drug, and Cosmetic Act to give the Food and Drug Administration (FDA) authority to require:

- Registration of all cosmetic manufacturers.
- Registration of cosmetic products and filing of ingredient statements.
- Manufacturers to submit to FDA data to support the safety of their products and the ingredients in them.
- Premarket approval by FDA of certain classes of cosmetics or ingredients when the agency deems such approval necessary to protect the public health.
- Manufacturers to submit to FDA consumer complaints about adverse reactions to cosmetics.
- Manufacturers to perform specific testing FDA deems necessary to support the safety of a cosmetic or an ingredient.
- Manufacturers to submit data to FDA supporting the effectiveness of preservatives used.

The Congress should also repeal provisions of the Federal Food, Drug, and Cosmetic Act (Sections 601(a) and 601(e)) which exempt coal tar hair dyes from regulation and authorize the Food and Drug Administration to:

- Obtain access to manufacturers' production and control records.
- Assess civil penalties for violations of the act. (HRD-78-139, Aug. 8, 1978)

Committee jurisdiction:

**Senate: Human Resources
House: Interstate and Foreign Commerce**

A number of State laws restrict competition for Medicaid insurance contracts or give a competitive advantage to some potential contractors. The Congress should amend the law to prevent Federal sharing in the cost of Medicaid contracts when State laws have restricted competition or provided competitors with a competitive advantage. (HRD-77-106, Jan. 23, 1978)

Committee jurisdiction:

**Senate: Finance
House: Interstate and Foreign Commerce**

The Congress should enact legislation amending the Medicaid law which would (1) authorize competitive procurement of laboratory services on an experimental

basis and (2) limit Medicaid payments to a laboratory to the lowest charge to other purchasers for comparable services. In addition, to facilitate the competitive procurement of Medicaid supplies by eliminating any possibility of questions being raised under the freedom-of-choice provision of title XIX of the Social Security Act, the Congress should amend section 1902(a)(23) of the act to specifically exclude eyeglasses, hearing aids, oxygen, and such common items of durable medical equipment as the Secretary of Health, Education and Welfare may prescribe. (HRD-78-60, July 6, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Interstate and Foreign Commerce**

To enable the Department of Health, Education and Welfare to better manage and control Medicaid management information systems, the Congress should amend title XIX of the Social Security Act to require HEW to establish systems performance standards and to require that HEW periodically re-evaluate approved systems to determine if they continue to meet Federal requirements. (HRD-78-151, Sept. 26, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Interstate and Foreign Commerce**

The Federal Hazardous Substances Act (15 U.S.C. 1261, *et seq.*) should be amended to provide

- that violations to section 15 (the repurchase provisions) of the act be made a prohibited act and subject to penalties and
- the Consumer Product Safety Commission be given authority to assess civil money penalties for violations to the act. (HRD-78-122, June 1, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Interstate and Foreign Commerce**

Income Security

To eliminate the principal benefit gaps and duplications in Federal food assistance programs and to improve their overall coordination, the Congress should

- adopt a uniform definition of the term “needy” and establish consistent criteria and procedures for determining who is eligible for Federal food assistance;
- approve an explicit national policy on how much food assistance should be provided to needy Americans by the Federal Government;
- consolidate Federal food programs;
- authorize the Secretary of Agriculture to implement individualized food stamp allotments nationwide, if demonstration projects show the feasibility of such allotments;
- require a single State/local agency to be responsible for certain administrative aspects of designated Federal food programs to help assure a more efficient delivery of food assistance to needy Americans. (CED-78-113, June 13, 1978)

Committee jurisdiction:

Senate: **Agriculture, Nutrition, and Forestry**
Finance
Human Resources
House: **Agriculture**
Education and Labor
Ways and Means

The Congress should reassess the Filipino benefits programs and study the following alternatives to curtail program abuse and to better equate benefit payments with the prevailing level of income in the Philippines: (1) retain the present level of benefits but not increase them in the future, (2) move Veterans Administration functions to the U.S., (3) change the basis used to compute benefits, and (4) set up a trust fund or negotiate a lump-sum settlement with the Republic of the Philippines to cover costs of all remaining benefits. The Congress should also consider rescission of the authority which permits Filipinos to enlist in the U.S. Armed Forces so that they will no longer be eligible to receive benefits. (HRD-78-26, Jan. 15, 1978)

Committee jurisdiction:

Senate: **Armed Services**
Foreign Affairs
House: **Armed Services**
Foreign Affairs

The Congress should revise the summer feeding program legislation to give the Secretary of Agriculture more flexibility in providing administrative funds to meet the different needs of States. (CED-78-90, Mar. 31, 1978)

Committee jurisdiction:

Senate: **Agriculture, Nutrition, and Forestry**
House: **Education and Labor**

The Supplemental Security Income program authorized in the Social Security Act does not have a residence requirement for aliens.

The Congress should enact legislation to:

- Establish a residence requirement to prevent assistance payments to newly arrived aliens, if the condition upon which eligibility is established existed before entry.
- Make the affidavit of support legally binding on the sponsor.
- Make aliens subject to deportation if they receive Federal, State, or local public assistance because of conditions existing before entry by defining public charge to include receiving any public assistance, regardless of whether repayment is required. (HRD-78-50, February 22, 1978)

Committee jurisdiction:

Senate: **Finance**
Judiciary
House: **Judiciary**
Ways and Means

Congress should amend section 215(g) of the Social Security Act to require calculation of Social Security Retirement and Survivors Insurance benefits to the nearest penny to realize potential savings of \$386 million to the Social Security Retirement and Survivors Insurance program for the period 1980 through 1986. (HRD-78-160, September 8, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

Present legislation requires the Social Security Administration to determine eligibility for Supplemental Security Income and benefit payments on a prospective quarterly basis. This requirement has resulted in substantial overpayments to Supplemental Security Income recipients.

Congress should amend the Social Security Act to change the basis for determining eligibility for Supplemental Security Income eligibility and benefit payments accounts from a quarterly accounting period to a

retrospective monthly accounting period. (HRD-78-114, May 26, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

If the Congress believes recipients who do not receive their Supplemental Security Income check should be assisted in less than 4 days, it should authorize the Department of Health, Education and Welfare to:

- Issue replacement payments from the district offices using prepositioned checks and a cash fund and then recover the money appropriated for the original checks from Treasury.
- Use an immediate payment method only for recipients claiming nonreceipt of current months checks and facing emergency needs. (HRD-78-28, August 22, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

The Congress should

- give the Secretary of Health, Education and Welfare authority to experiment with alternate methods of providing interim assistance to Supplemental Security Income applicants, and where necessary, to enter into agreements with States to obtain reimbursement for benefits paid to applicants who were not eligible, and
- require the Secretary to report to the Congress the results of this experiment and to recommend which method is best. (HRD-77-145, May 15, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

The Federal Coal Mine Health and Safety Act of 1969 should be amended so that comparable treatment will be provided to widows receiving benefits under the Department of Labor or Social Security Administration portion of the program and State workmen's compensation death benefits due to their husbands' black lung disease. (HRD-78-157, September 6, 1978)

Committee jurisdiction:

Senate: **Human Resources**
House: **Education and Labor**

International Affairs and Finance

The Congress should amend the Foreign Assistance Act of 1961 to: provide specific authorization for the use of any available loan to make debt relief loans; require the Agency for International Development (AID) to prescribe a systematic method of determining annual maximum loans; and provide an alternative way to alleviate debt repayment problems and preserve a country's ability to obtain additional AID assistance. AID should cancel loans that have remained undischursed for long periods and rejustify them as new loans when a valid need for the assistance still exists. (ID-76-80, Jan. 5, 1978)

Committee jurisdiction:

Senate: **Foreign Relations**
House: **International Relations**

Law Enforcement and Justice

The Congress can help diminish the incentive to smuggle drugs across the United States-Mexico border by:

- Expanding the jurisdiction of Federal magistrates to encompass most misdemeanors, e.g., minor drug offenses, especially marihuana.
- Establishing criminal penalties for pilots who fly without a valid certificate. (GGD-78-17, Dec. 2, 1977)

Committee jurisdiction:

Senate: **Judiciary**
House: **Judiciary**

The Congress should clearly mandate what the objectives and scope of FBI domestic intelligence activities should be and what controls should exist. (GGD-78-10, Nov. 9, 1977)

Committee jurisdiction:

Senate: **Judiciary**
Select Committee on Intelligence
House: **Judiciary**
Permanent Select Committee on Intelligence

The Congress should consider amending the Voting Rights Act to establish a coverage requirement based on a jurisdiction's needs rather than just a percentage coverage formula, and to require all States and localities covered by the minority language provisions to preclear minority language measures. (GGD-78-19, Feb. 6, 1978)

Committee jurisdiction:

Senate: **Judiciary**
House: **Judiciary**

The Congress should change the Drug Enforcement Administration's role regarding retail diversion of legal drugs by authorizing it to either

- exercise direct regulatory authority over retail-level practitioners or
- implement grant programs for assisting States in controlling diversion. (GGD-78-22, Mar. 10, 1978)

Committee jurisdiction:

Senate: **Judiciary**
House: **Judiciary**

The Congress should change the time requirement for FBI responses to Freedom of Information Act requests. The law should require the FBI to acknowledge an initial request within 10 working days and provide a full response within an additional 30 working days. In situations where such a timeframe is unreasonable in view of the quantity of material to be reviewed, the FBI should provide the requester with a firm, fixed date for delivery of its response. (GGD-78-51, Apr. 10, 1978)

Committee jurisdiction:

Senate: **Judiciary**
House: **Judiciary**

The Congress should, upon receipt of an acceptable plan for a comprehensive selective cargo inspection system from the Secretary of the Treasury, amend the Tariff Act of 1930 (19 U.S.C. 1499) to allow Customs to adopt a system that provides for fewer but more intensive inspections. (GGD-78-79, Sept. 7, 1978)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

National Defense

The Congress should revise the military retirement system to base the length-of-service criterion on the type of duty performed and to provide vesting rights for those persons not completing full careers. (FPCD-77-81, Mar. 13, 1978)

Committee jurisdiction:

Senate: **Armed Services**
House: **Armed Services**

Public Law 92-392 established wage areas for nonappropriated fund activities pay surveys. The Congress should delete the "immediate locality" provision in the law so that wage data collected will be more representative of the area's prevailing market rate. The requirement that full-scale wage surveys be conducted every 2 years should also be modified to permit less frequent surveys with interim adjustments based on valid statistical indicators. (FPCD-77-51, Dec. 14, 1977)

Committee jurisdiction:

Senate: **Armed Services**
House: **Armed Services**

Legislation should be enacted requiring that the Treasury be the depository for military nonappropriated funds and that such funds be invested in Treasury securities. The legislation should specify the interest policy pertaining to such investments. (FPCD-78-15, Jan. 19, 1978)

Committee jurisdiction:

Senate: **Armed Services**
House: **Armed Services**

Productivity enhancing capital investments with fast payback may be lost if the Department of Defense has to wait for approval through the budget process. The Congress should reauthorize the fast payback capital investment program and provide funds requested by Defense for a 1-year implementation of the program. (FGMSD-78-44, July 25, 1978)

Committee jurisdiction:

Senate: **Appropriations**
Armed Services
Banking, Housing and Urban Affairs

House: Appropriations
Armed Services

The Congress should amend the Arms Export Control Act to require that the Department of Defense (1) inform the Congress of the values and explanations of foreign military sales costs waived (i.e., not charged to the purchasing country) by Defense and (2) charge royalty fees on foreign military sales, except under certain circumstances as determined by the Congress. (B-174901, FGMSD-78-48A, Sept. 26, 1978)

Committee jurisdiction:

Senate: **Foreign Relations**
House: **International Relations**

Natural Resources, Environment, and Energy

To prevent unnecessary expenditures associated with constructing secondary treatment facilities, the Congress should amend the Federal Water Pollution Control Act to permit the Administrator of the Environmental Protection Agency to grant waivers, deferrals, or modifications when dischargers to fresh water can demonstrate that the environmental impact of secondary treatment will be minimal or insignificant. (CED-78-76, May 12, 1978)

Committee jurisdiction:

Senate: **Environment and Public Works**
House: **Public Works and Transportation**

The Congress should relieve the Bonneville Power Administration of its charter responsibility for encouraging the widest possible use of electricity and instead charge the Agency with regionwide responsibility for

- leading the development of electricity management plans and programs,
- encouraging conservation and the most efficient use of energy, and
- assuring adequate public involvement in energy planning and policymaking.

The Congress should also amend the Federal Columbia River Transmission System Act to permit the Bonneville Power Administration to use its bond authority to obtain money which will be initially needed in the loan and grant fund. (EMD-78-76, Aug. 10, 1978)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
 House: **Interior and Insular Affairs**
Interstate and Foreign Commerce

To overcome the controversies regarding the role of the Environmental Protection Agency in developing standards and Federal guidance for environmental exposure to radiation, the Congress should enact legislation to

- define more clearly the Agency's role as the Federal overseer of environmental radiation,
- outline the scope of radiation dangers to be determined by the Agency, and
- require timely development of necessary standards and guidance and periodic advisement of the Agency's progress in meeting its radiation protection goals. (CED-78-27, Jan. 20, 1978)

Committee jurisdiction:

Senate: **Environment and Public Works**
 House: **Public Works and Transportation**

The Congress should enact legislation that would designate the Smithsonian Science Information Exchange the official data center for all materials-related research and development. Also, if the Congress finds that the Office of Management and Budget fails to implement mandatory reporting procedures, it should enact legislation requiring all agencies to report materials research and development projects to the Smithsonian Science Information Exchange in a thorough and timely manner. (EMD-78-41, July 14, 1978)

Committee jurisdiction:

Senate: **Governmental Affairs**
 House: **Government Operations**

States are reluctant to participate in helping Federal agencies protect and preserve wild, scenic, and recreational rivers because of increased administrative costs and because of the Department of the Interior's ruling that States cannot nominate rivers bordered by large blocks of federally owned land. Conversely, Federal agencies are not always working with States and local governments to use zoning as a means of preserving rivers but are buying land and easement rights, which may be unnecessarily costly.

To bring about a greater Federal-State-local government partnership, the Congress should (1) provide financial assistance to States to administer nationally designated rivers, thereby reducing Federal involvement and related costs and (2) amend the Wild and Scenic Rivers Act of 1968 to remove the provision which precludes States from nominating rivers bordered by large blocks of Federally owned land. (CED-78-96, May 22, 1978)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
 House: **Interior and Insular Affairs**

Alaskan Native corporations need title to lands selected in order to develop the lands' valuable natural resources to generate income so that the self-sufficiency of the corporations can be maintained. A key step in ensuring the successful development and self-sufficiency of Native corporations has not been completed—prompt conveyance of legal title to valuable natural resource lands. Further, the period of time corporations have for developing revenue sources before taxes can become due on their land in 1992 is being reduced.

To help ensure that Native corporations have the opportunity to realize the benefits of the tax exempt provision of the act before taxes are assessed on their land, the Congress should amend the act to read that the tax exempt period shall not begin until land title has been transferred. (CED-78-130, June 21, 1978)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
 House: **Interior and Insular Affairs**

It is unclear which of two possible interpretations of the provisions to waive non-Federal contributions for dredged material disposal areas was intended by the Congress. Because the issue involves a substantial amount of Federal funds, the Congress should enact legislation clarifying the waiver provisions. (Oct. 21, 1977, CED-77-135)

Committee jurisdiction:

Senate: **Environment and Public Works**
 House: **Public Works and Transportation**

The reporting and specific authorization requirements of the Federal Nonnuclear Energy Research and Development Act of 1974 are vague and enable the Department of Energy to selectively interpret them,

thus limiting the ability of the Congress to control non-nuclear energy projects. The act is not clear on which types of projects must be reported or specifically authorized. The Congress should amend the act to specify the types of nonnuclear projects requiring reports or specific authorizations. (EMD-77-25, Feb. 25, 1977)

Committee jurisdiction:

Senate: **Energy and Natural Resources
Public Works and the Environment**
House: **Interior and Insular Affairs
Science and Technology**

The Congress should designate a single manager for coordinated and efficient Government-wide civilian agency oceanographic vessel operations. An alternate choice to a single manager would be a Government-wide Fleet Allocation Council which could be composed of oceanographic vessel managers from the various agencies that operate oceanographic vessels, and which would have the same authority as a single manager. (CED-78-125, June 16, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Merchant Marine and Fisheries
Science and Technology**

If the Congress believes that additional control over water resources projects is warranted, the authorization committees should adopt an alternative approach for authorizing water resources projects of the Bureau of Reclamation and the Corps of Engineers which would include

- an initial authorization for planning and general design,
- a second authorization just before construction, and
- an authorization ceiling included in the construction authorization. (CED 78-123, July 11, 1978)

Committee jurisdiction:

Senate: **Energy and Natural Resources
Environment and Public Works**
House: **Interior and Insular Affairs
Public Works and Transportation**

For multipurpose programs such as Metropolitan Chicago's Combined Water Cleanup and Flood Control program, the Congress should

- establish a national policy defining the extent of Federal assistance that can and will be provided to urban areas,
- designate one agency to be responsible for this and other similar multiagency projects to coordinate program activities and to help ensure effective and efficient project management,
- require the designated agency to submit to the Congress periodic status reports similar to the Selected Acquisition Reports submitted by the Department of Defense on major weapon systems, and
- consider whether some reduction or flexibility in water quality goals for such huge projects would be acceptable in the interest of economy. (PSAD-78-94, May 24, 1978)

Committee jurisdiction:

Senate: **Environment and Public Works**
House: **Public Works and Transportation**

An average of 26 years is spent on planning and design activities before construction is begun on Army Corps of Engineers flood control projects.

A major cause of delays has been a legislative requirement for a written cooperative agreement between the Federal Government and non-Federal interests that participate in projects. This requirement primarily causes project delays in States with constitutions which prohibit the future obligation of State appropriations. The Congress should amend this requirement to allow States to sign agreements contingent upon the legislative appropriation process of the State. (Sept. 22, 1978, CED-78-179)

Committee jurisdiction:

Senate: **Appropriations
Environment and Public Works**
House: **Appropriations
Public Works and Transportation**

Significant or Recurrent Report Subjects

The Congress should amend the American National Red Cross Act of 1905 and relieve the Department of Defense of its responsibility to audit Red Cross financial operations. (FGMSD-77-49, July 26, 1977)

Committee jurisdiction:

Senate: **Armed Services**
Governmental Affairs
 House: **Armed Services**
Government Operations

Open Legislative Recommendations From Prior Years

Agriculture and Rural Development

The Cotton Statistics and Estimates Act and the Tobacco Inspection Act should be amended to authorize the Secretary of Agriculture to charge for cotton classing and tobacco grading services. Continued Federal funding of cotton classing and tobacco grading services is inconsistent with the Government's general policy of charging fees for special services and with the practice of charging for grading other commodities. (CED-77-105, Aug. 2, 1977)

Committee jurisdiction:

Senate: **Agriculture, Nutrition and Forestry**
 House: **Agriculture**

The Congress should specify the goals of the national school lunch program, assign them priorities, and evaluate the program accordingly. To assist in its oversight function, the Congress should

- require the Department of Health, Education, and Welfare to help the Department of Agriculture evaluate the program's impact,
- review Agriculture's program evaluation plan before implementation, and
- require the Secretary of Agriculture, on completing the program's evaluation, to provide a comprehensive report of his findings, together with any recommendations to improve program effectiveness. (PAD-77-6, July 26, 1977)

Committee jurisdiction:

Senate: **Agriculture, Nutrition, and Forestry**
 House: **Agriculture**
Education and Labor

The Congress should provide the Civil Aeronautics Board with a legislative mandate to restructure the airline subsidy program to provide necessary air services to small communities at the least cost to the Federal Government. (CED-77-114, Aug. 19, 1977)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
 House: **Public Works and Transportation**

The Congress should amend the 1935 Motor Carrier Act to provide the Bureau of Motor Carrier Safety the additional authority to assess civil penalties for all violations by all carriers who are now subject to the motor carrier safety regulations and to increase maximum fines and penalties for both civil and criminal violations. (CED-77-62, May 16, 1977)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
 House: **Public Works and Transportation**

The Interstate Commerce Commission's traditional regulatory objectives of protecting regulated truckers and ensuring adequate services to the public sometimes compete with the national objective of saving energy. The Congress should enact legislation (1) showing whether energy conservation or traditional regulatory objectives are more important and (2) allowing the Commission to change its regulations to allow intercorporate transportation if it does not conflict with the national priorities established. (CED-77-79, July 8, 1977)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
 House: **Public Works and Transportation**

The Congress should provide the Secretary of Transportation authority to furnish its motor vehicle driver data to the Federal Aviation Administration (FAA) for individuals who apply for FAA medical certificates. (CED-76-154, Nov. 3, 1976 and CED-78-58, Mar. 20, 1978)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
 House: **Public Works and Transportation**

Community Development and Housing

Title I of the Public Works and Economic Development Act should be amended to permit the Economic Development Administration to fund projects in two steps:

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1. Preconstruction grants for developing final plans and specifications and readying projects for bid advertisement.
2. Construction grants to assist in building projects that are designed and meet Economic Development Administration criteria.

To permit implementation of a two-step grant system, future public works appropriations should be made available for obligation for 2 fiscal years. This would provide continuity by allowing the Economic Development Administration, at the time it approves a grant for the design of a project, to also set funds aside for its construction. (CED-77-86, July 7, 1977)

Committee jurisdiction:

Senate: **Appropriations
Environment and Public Works**
House: **Appropriations
Public Works and Transportation**

General Government

Public Law 91-269 should be amended to correct planning, designing, and funding problems in constructing permanent and semipermanent pavillion facilities for U.S. participation in international expositions held in the United States. Such an amendment would increase the likelihood of Federal use after the exposition or reduce construction costs where no such use is anticipated. (CED-76-58, June 29, 1976)

Committee jurisdiction:

Senate: **Foreign Relations**
House: **International Relations**

The Congress should amend the Federal Employees' Compensation Act to

- either strengthen or eliminate the reimbursement process for agencies receiving appropriated funds, on whose behalf disability benefits were paid from the Employees' Compensation Fund and
- apply the fair-share surcharge for administrative costs to all participating Government agencies, instrumentalities, and other organizations not wholly dependent on annual Federal appropriations and not enumerated in the act. (MWD-75-23, Mar. 13, 1975)

Committee jurisdiction:

Senate: **Human Resources**
House: **Education and Labor**

The Federal Communications Act of 1934, which restricts the financial holdings of employees of the Federal Communications Commission to preclude conflicts of interest in the carrying out of their official duties, should be amended to (1) apply the prohibition only to those companies the Federal Communications Commission significantly regulates and (2) include in the prohibition the financial interests of the employee's spouse, minor child, or immediate household member. (FPCD-76-51, Dec. 21, 1976)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Interstate and Foreign Commerce**

The law (30 U.S.C. 6) which prohibits employees of the Bureau of Mines from having certain private interests which may conflict or raise a reasonable question of conflict with their public duties should be amended to include the Administrator and employees of the Mining Enforcement and Safety Administration. (FPCD-75-167, Dec. 2, 1975)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
House: **Interior and Insular Affairs**

The Congress should amend the criminal penalty provisions of the Defense Production Act to provide Federal agencies additional authority to administratively assess and collect civil fines, subject to judicial review, for those who violate Federal directives. Civil fines should be based on such factors as the firm's financial condition, size, and assets. (PSAD-76-93, Apr. 2, 1976)

Committee jurisdiction:

Senate: **Banking, Housing and Urban Affairs**
House: **Banking, Finance and Urban Affairs**

Under the Federal Reports Act, GAO is required to review the information collection plans and forms of independent Federal regulatory agencies to minimize the burden on respondents and eliminate unnecessary duplication. The Congress should

- reassign GAO’s responsibility for information clearance to an executive agency responsible for the entire clearance function and
- clarify and strengthen the legislation to allow the clearance agency to challenge the need for information. (OSP-76-14, May 28, 1976)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Governmental Operations**

The Impoundment Control Act of 1974, Public Law 93-344, was enacted in response to widespread impoundments by the executive branch.

The act should be amended to:

- Eliminate section 1001 of the statute.
- Eliminate the requirement that impoundments initiated pursuant to the act’s provisions be reported under the act.
- Define “rescission proposal” and amend the definition of deferral.
- Provide that rescission proposals pend for 60 calendar days.
- Define a “rescission resolution” that could specifically reject a rescission proposal.
- Allow partial impoundment resolutions.
- Exclude budget authority provided by continuing resolution.
- Exclude the requirement for reporting deferrals authorized by law or for administrative or routine purposes.
- Require a statement of deferral duration.
- Provide for “relating-back” of a delayed Office of Management and Budget report.
- State expressly that when the Comptroller General reports that an improperly classified impoundment has been sent by the President, his report converts the matter to the proper category and nullifies the original Presidential message.
- Eliminate the 25-day waiting period.
- Provide that budget authority required to be released, and for which the Comptroller General has instituted suit, will not lapse during the lawsuit.
- Allow rejection of a rescission prior to the running of 60 calendar days.
- Allow for a new section providing expressly for deferrals after a prior deferral or rescission has been rejected. (OGC-77-20, June 3, 1977)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Rules**

The Federal Alcohol Administration Act should be amended to clarify the authority of the Bureau of Alcohol, Tobacco, and Firearms to investigate, before a permit hearing, possible consumer violations of the Act and unfair trade practices. The Congress should repeal all occupational taxes in sections 5081 through 5148 of the Internal Revenue Code on retail and wholesale dealers in distilled spirits, wines, and beer manufacturers of nonbeverage alcoholic products; brewers; manufacturers of stills; and rectifiers. (GGD-75-111, Jan. 16, 1976)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

The Congress should amend the National Bank Act to allow the Office of the Comptroller of the Currency to examine national banks at its discretion rather than twice a year as the law requires. Under this approach banks in poor condition and those with major weaknesses in policies, procedures, or controls could be examined more often than those in good condition. (OGC-77-1, Jan. 31, 1977)

Committee jurisdiction:

Senate: **Banking, Housing and Urban Affairs**
Governmental Affairs
House: **Banking, Finance and Urban Affairs**
Government Operations

So credit assistance through the Federal Financing Bank will be better reflected in the budget, the Congress should require that:

- The Bank’s receipts and disbursements be included in the Federal budget totals.
- The receipts and disbursements of off-budget agencies that borrow from the Bank be included in the budget.
- Certificates of beneficial ownership be treated as agency obligations and therefore as borrowing in the budget. (PAD-77-70, Aug. 3, 1977)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Banking, Finance and Urban Affairs

The Congress should enact legislation to establish a national policy on areawide planning to promote im-

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proved coordination and integration of federally assisted planning programs. The Congress also should reduce the number of separate programs for areawide development planning by consolidating their objectives into a broader purpose planning program. (GGD-77-24, Mar. 28, 1977)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Government Operations**

The Congress should amend the Postal Reorganization Act to

- clarify the role of the Postal Rate Commission,
- provide the Commission with authority to issue subpoenas, impose a periodic reporting system, and represent itself in court litigations, and
- provide for congressional approval of the Board of Governors' adjustments to the Postal Rate Commission budgets. (GGD-77-20, Apr. 7, 1977)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

Section 6013 of the Internal Revenue Code should be amended to relieve under certain conditions a separated spouse from tax liability on unreceived portions of the community income due him or her under State law. (GGD-77-56, July 12, 1977)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

The acts allowing waiver of claims, arising out of erroneous payments of pay and allowances to present or former Federal agency or military personnel, should be amended to permit the Comptroller General to set the monetary limitation on cases that may be adjudicated at the agency level. (B-158422, B-152040, Mar. 30, 1977)

Committee jurisdiction:

Senate: **Judiciary**
House: **Judiciary**

Chapter 24 of the Internal Revenue Code of 1954, as amended, should be revised to include remuneration

received as agricultural wages in the Federal income tax withholding system. (GGD-75-53, Mar. 26, 1975)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**
Joint: **Taxation**

The Intergovernmental Cooperation Act of 1968 should be amended to require that Federal agencies report to each State on all Federal financial assistance to the State and its political subdivisions. (GGD-75-55, Mar. 4, 1975)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Government Operations**

A law should be enacted to provide

- one premium pay plan to apply to the four inspecting agencies for services at U.S. ports of entry and
- a uniform policy on the charges for inspection at U.S. ports of entry. (GGD-74-91, Feb. 14, 1975)

Committee jurisdiction:

Senate: **Commerce**
Finance
Governmental Affairs
House: **Interstate and Foreign Commerce**
Post Office and Civil Service
Ways and Means

The law (5 U.S.C. 5728(a)) providing for Government paid round trip travel for Federal employees and their families from nonforeign duty posts outside the continental United States to their place of residence at the time of appointment should be amended to (1) authorize Federal administrators to offer the travel benefits only when deemed necessary for retention of qualified personnel and (2) limit the number of years that employees can receive the benefits. (FPCD-76-65, Mar. 2, 1977)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

Health

The Social Security Act should be amended to

- require that all nursing facilities be fully protected with automatic sprinkler systems and
- require the Department of Health, Education, and Welfare to establish rigid standards for nursing facilities asking to waive the recommended automatic sprinkler system requirement. (MWD-76-136, June 3, 1976)

Committee jurisdiction:

Senate: **Finance**
House: **Interstate and Foreign Commerce**
Ways and Means

So that resolution of the liability issue does not delay or adversely affect public acceptance of future programs, the Congress should establish a national liability policy governing Federal immunization programs. (HRD-77-115, June 27, 1977)

Committee jurisdiction:

Senate: **Human Resources**
House: **Interstate and Foreign Commerce**

Congress should amend the Fair Packaging and Labeling Act, the Federal Food, Drug, and Cosmetic Act, and related food labeling laws to:

- Require full disclosure of all ingredients on packaged food products including “standardized” products.
- Authorize the Food and Drug Administration to require food labels to specifically identify spices, flavorings, and colorings where a proven need exists.
- Establish a uniform open-dating system for perishable and semiperishable foods.
- Establish a unit pricing program, including guidelines for the design and maintenance of unit pricing information and the education of consumers about its use and benefits. (MWD-75-19, Jan. 29, 1975)

Committee jurisdiction:

Senate: **Human Resources**
House: **Interstate and Foreign Commerce**

Legislation should be enacted to give the Food and Drug Administration clear authority to require firms

to recall all violative products under the Agency's responsibility. (MWD-75-52, Apr. 30, 1975)

Committee jurisdiction:

Senate: **Human Resources**
House: **Interstate and Foreign Commerce**

The Occupational Safety and Health Act of 1970 should be amended to (1) bring Federal agencies under the inspection authority of the Department of Labor to supplement and strengthen Federal agencies' inspections and (2) require that the results of Labor's inspections of Federal workplaces be reported to the Congress. (HRD-76-144, Aug. 4, 1976)

Committee jurisdiction:

Senate: **Human Resources**
House: **Education and Labor**

Section 1833(c) of the Social Security Act should be amended to increase the outpatient mental health coverage available under medicare. This could be done by increasing the limit of \$250, and/or the percent of Federal reimbursement, or by authorizing a combined limit on inpatient and outpatient mental health care to encourage outpatient care. (HRD-76-152, Jan. 7, 1977)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

For a more concerted Federal effort against alcoholism, the Congress should provide the National Institute on Alcohol Abuse and Alcoholism authority to establish Federal coordination policies and procedures and to monitor Federal agencies' alcoholism programs. (HRD-76-163, Apr. 28, 1977)

Committee jurisdiction:

Senate: **Human Resources**
House: **Interstate and Foreign Commerce**

The Department of Defense follows a complex and time-consuming process in recovering medical costs of military personnel injured because of another individual's negligence.

The Congress could help simplify the recovery process, and perhaps increase the amount of recoveries, by enacting legislation which would limit the ability of insurance companies to exclude the Government from

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recovering the cost of medical care provided to individuals eligible for care at Federal expense. This could be done by giving all appropriate Government agencies the right to recover the cost of medical care provided in their hospitals to Federal beneficiaries who have insurance provided by law or through employment which would cover such costs. (HRD-77-132, Sept. 13, 1977)

Committee jurisdiction:

Senate: **Armed Services**
Human Resources
Veterans' Affairs
House: **Armed Services**
Interstate and Foreign Commerce
Veterans' Affairs

The Federal Hazardous Substances Act should be amended to

- provide for adjudicating alleged violations pursuant to the Administrative Procedures Act (5 U.S.C. 554-57) and
- authorize the Consumer Product Safety Commission to assess civil fines which are final unless appealed to the U.S. Court of Appeals within a specified time (5 U.S.C. 706). (HRD-76-148, July 26, 1976)

Committee jurisdiction:

Senate: **Commerce, Science and Transportation**
House: **Interstate and Foreign Commerce**

The Congress should not enact special pay legislation to deal only with Veterans Administration hospital workers because these problems should not be dealt with piecemeal. The recommendations of the President's Panel on Federal Compensation and those included in GAO's prior reports regarding pay setting and adjusting have merit and should be implemented. (HRD-77-57, Mar. 31, 1977)

Committee jurisdiction:

Senate: **Veterans' Affairs**
House: **Veterans' Affairs**

The Congress could reduce conflicts between State health insurance requirements and contracts of the Federal Employees Health Benefits carriers by clarifying whether State requirements should be permitted to alter terms of contracts negotiated pursuant to the Federal Employees Health Benefits Act. (MWD-76-49, Oct. 17, 1975)

Committee jurisdiction:

Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

Income Security

The Congress should clarify title IV-A of the Social Security Act to specify which children are to be served under the Aid to Families with Dependent Children foster care program, taking into account the availability of services to children from other Government programs and the need for coordination among those programs. (HRD-77-40, Feb. 22, 1977)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

The Congress should amend section 1612 of the Social Security Act to treat in-kind support and maintenance the same, regardless of the living arrangement of the recipient. (HRD-77-101, HRD-77-113, and HRD-77-114, June 23, 1977)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

Interest

A law should be enacted to provide that major Government trust funds *not* be invested in specific Government securities which pay varying interest rates, but instead be paid interest on the trust fund balances used for nontrust purposes. The rate assigned to each fund should be the same and in line with the Treasury's cost of borrowing from the public. (GGD-75-34, Jan. 10, 1975)

Committee jurisdiction:

Senate: **Finance**
House: **Ways and Means**

International Affairs and Finance

The U.S. costs of NATO are paid from at least 11 separate appropriations and, in most cases, are not fully identified as NATO costs nor recapitulated in any document as part of the U.S. costs of NATO.

The Congress should require identification of all NATO costs, regardless of appropriation, in annual security assistance program presentations. Furthermore, the Congress should provide a definition for those NATO costs. (ID-75-72, Aug. 25, 1975)

Committee jurisdiction:

Senate: **Appropriations**
Armed Services
Foreign Relations
 House: **Appropriations**
Armed Services
International Relations

Law Enforcement and Justice

The Congress should impose a mandatory waiting period for foreign students before allowing them to acquire immigrant status if grounds for such status were acquired while in the U.S. illegally. (GGD-75-9, Feb. 4, 1975)

Committee jurisdiction:

Senate: **Judiciary**
 House: **Judiciary**

The Congress should require the Attorney General to identify the current costs of serving all process which originates in Federal courts so that the Congress can revise the current fees charged to private litigants to approximate the cost. If fees are to be kept current, the Congress should either

- require that the Attorney General periodically analyze the cost-of-serving process and propose fee adjustments or
- vest the Attorney General with the authority to revise fees when necessary. (GGD-76-77, July 27, 1976)

Committee jurisdiction:

Senate: **Judiciary**
 House: **Judiciary**

The Congress should enact legislation authorizing

- the Secretaries of the Interior, Agriculture, and the Army and the Board of Directors, Tennessee Valley Authority, to designate employees to maintain law and order and protect persons and property on Federal lands;

- appropriate Federal officials to carry firearms, secure and execute needed Federal orders, conduct investigations, make warrantless arrests in certain cases, apply certain Federal criminal statutes to land administered by Federal agencies, make appropriate authorizations resulting in placing such land in a concurrent jurisdictional status; and
- appropriate Federal officials to cooperate with any State in the enforcement of State laws by providing appropriate reimbursements to such States. (GGD-77-28, June 12, 1977)

Committee jurisdiction:

Senate: **Judiciary**
 House: **Judiciary**

National Defense

The Congress should enact legislation that authorizes readjustment pay for career enlisted personnel who are involuntarily discharged before they are eligible for retirement. (FPCD-77-42, Sept. 29, 1977)

Committee jurisdiction:

Senate: **Armed Services**
 House: **Armed Services**

The Congress should legislate specific guidelines on the amount of appropriated fund support which may be given to military installation facilities established to sell personal goods and services or offer recreation and entertainment to military personnel, their dependents, and guests. (FPCD-77-58, Aug. 31, 1977)

Committee jurisdiction:

Senate: **Armed Services**
 House: **Armed Services**

Article 25 of the Uniform Code of Military Justice should be amended to require random selection of jurors on military courts. (FPCD-75-48, June 6, 1977)

Committee jurisdiction:

Senate: **Armed Services**
 House: **Armed Services**

The Congress should enact legislation permitting the military services to allow Reserve Officer Training Corps dropouts to reimburse the Government for education and training costs incurred as an alternative to active duty. (FPCD-77-15, Mar. 15, 1977)

Committee jurisdiction:

Senate: **Armed Services**
House: **Armed Services**

Natural Resources, Environment, and Energy

To ensure public health and safety, the Congress should amend the Energy Reorganization Act of 1974 to provide independent assessments of the Department of Energy's facilities intended for (1) temporary or long-term storage of disposal of commercial and Department produced transuranic contaminated waste, (2) temporary storage of Department-produced high-level waste, and (3) temporary storage of long-term disposal of spent commercial fuel. (EMD-77-41, Sept. 9, 1977; EMD-77-40a, May 2, 1977)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
Public Works and the Environment
House: **Interior and Insular Affairs**
Science and Technology

Because of the time and money already lost, the Congress should designate one lead Federal agency to approve and monitor an overall decommissioning strategy for nuclear facilities. The Nuclear Regulatory Commission is uniquely suited for this role because of its charter to independently regulate commercial nuclear activities to assure public health and safety. (EMD-77-46, June 16, 1977)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
Public Works and the Environment
House: **Interior and Insular Affairs**
Science and Technology

To improve the enforcement of the various regulations issued under the Noise Control Act, the Congress should amend the penalty provisions of the act to allow for civil as well as criminal penalties. The act should also be amended to require the Federal Aviation Administration to publish a notice in the Federal Register, within a specified time, as to whether the noise abatement proposals submitted by the Environmental Protection Agency will be accepted, modified, or rejected. If the proposals are to be modified or rejected, the reasons for such actions should also be stated. (CED-77-42, Mar. 7, 1977)

Committee jurisdiction:

Senate: **Environment and Public Works**
House: **Interstate and Foreign Commerce**

To reduce unnecessary chlorination of sewage, the Federal Water Pollution Control Act should be amended to permit exceptions from the national goal of swimmable waters. Excepted would be waters which are found to be unswimmable because of factors such as heavy barge traffic, cold climate, and general appearance. (CED-77-108, Aug. 30, 1977)

Committee jurisdiction:

Senate: **Environment and Public Works**
House: **Public Works and Transportation**

The Department of the Interior had interpreted the Federal Coal Mine Health and Safety Act of 1969 as limiting the Department's authority to regulate active mine property. As a result, it had not regulated abandoned coal waste sites, even though many were hazardous.

The Surface Mining Control and Reclamation Act of 1977, enacted on August 3, 1977, is designed, in part, to authorize Federal action to help alleviate the hazards of abandoned sites by providing reclamation funds. However, the Congress should clarify the Department's authority and responsibilities to regulate the safety of abandoned coal waste disposal sites. (CED-77-82, Sept. 21, 1977)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
House: **Interior and Insular Affairs**

Following our recommendation, the Air Force and Army made collections of about \$33 million for transportation and material costs from foreign countries which were previously omitted in billings to these countries. Other major collections comprised recoveries by the General Services Administration for contract overpricing and the Veterans Administration for benefits inappropriately given to hospitalized veterans with nonservice connected disabilities, and the Department of Health, Education, and Welfare for Medicaid overpayments.

CHAPTER THREE

FINANCIAL SAVINGS AND OTHER BENEFITS

The full effect of GAO's activities on financial savings and improvements in the operations and effectiveness of Government programs and activities cannot be measured. For instance, the increase in governmental effectiveness from actions taken on our recommendations cannot be stated in dollars and cents.

When actions taken by the Congress or an agency lead to measurable savings, we record them. Table 1 (next page) summarizes the \$2.5 billion in collections and other measurable savings attributable to our work which we identified during the year. Of the \$2.5 billion listed, about \$1,700 million represent one-time savings, while the benefits of the other \$800 million will extend into future years as well.

This chapter also describes savings not fully or readily measurable and other benefits from GAO activities.

Collections

Collections attributable to our activities totaled \$47.1 million. Of this, \$10.3 million represented our recovery of debts that Government agencies had been unable to collect.

Other Measurable Financial Savings

Other measurable savings consist largely of actual or potential savings from actions taken or planned by the Congress and Federal agencies. In most instances, the potential benefits are estimated, and for some items the eventual amounts have yet to be determined.

<i>Action taken or planned</i>	<i>Estimated Savings</i>
Ammunition:	
Reduction in Army appropriations request for ammunition and the production base support—Army (nonrecurring)	85,800,000
Reduction in Army appropriations request for initial production facilities—Army (nonrecurring)	18,400,000
Automatic Data Processing:	
Postponement of installation of computers—Treasury (nonrecurring)	14,800,000
Cancellation of the procurement of an IBM 370 system for installation at Ship Parts Control Center, Mechanicsburg, Pa.—Navy (nonrecurring)	4,635,000
Purchase rather than lease additional automated data processing equipment for inventory control points—Navy (nonrecurring)	3,500,000
Cancellation of request for a larger computer system—Treasury (nonrecurring)	1,000,000
Savings resulting from purchasing ADP equipment—Commerce (nonrecurring)	241,000
Communications:	
Cancellation of a contract to modify seven Department of Defense automated voice network (AUTOVON) switches—Defense (nonrecurring)	73,900,000

Table 8
Collections and Other Measurable Savings Attributable to the
Work of the General Accounting Office
Fiscal Year 1978
(000 omitted)

	Other measurable savings			Total
	Collections	Congressional action involved	Agency action involved	
DEPARTMENTS				
Agency for International Development.....	—	—	\$33,211	\$33,211
Agriculture	—	\$108,000	4,010	112,010
Air Force	\$567	9,000	273,275	282,842
Army	32,996	34,200	242,878	310,074
Commerce	—	44,000	5,541	49,541
Defense	683	231,700	178,636	410,019
Defense Logistics Agency	—	7,500	39	7,539
District of Columbia Government	—	—	536	536
Energy	—	—	70	70
Environmental Protection Agency	—	—	73,600	73,600
General Services Administration	105	—	157,626	157,731
Government Printing Office	—	—	300	300
Health, Education, and Welfare	1,987	40,000	28,960	70,947
Interior	—	22,577	5,933	28,510
International Communication Agency	—	—	14,000	14,000
Justice	—	—	6,700	6,700
Labor	92	—	9	101
National Aeronautics and Space Administration	9	3,000	75,400	78,409
Navy (and Marine Corps)	—	4,500	474,561	479,061
Postal Service	—	—	525	525
State	—	—	15,022	15,022
Transportation	—	7,800	480	8,280
Treasury	—	66,000	14,800	80,800
Veterans Administration	343	1,500	1,418	3,261
Government-wide	—	—	268,588	268,588
	36,782	579,777	1,875,118	2,491,677
General Claims Work	10,353	—	—	10,353
Total	\$47,135	\$579,777	\$1,875,118	\$2,502,030

<i>Action taken or planned</i>	<i>Estimated savings</i>
Termination of maritime satellite programs	
—Commerce (nonrecurring)	5,300,000
companies for use of Department of Defense cable facilities—Defense (estimated annual savings)	400,000
Increased use of FTS by military installations—General Services Administration (estimated annual savings)	300,000
Establishment of more efficient and economical communications services—Defense (estimated annual savings)	223,000
Community Development and Housing:	
Reduction of onbase family housing units—Defense (nonrecurring)	20,500,000
Contracting Policies and Procedures:	
Waste treatment facilities constructed at lower costs by establishing a value analysis program—Environmental Protection Agency (nonrecurring)	73,600,000
Reduction in appropriations for aircraft maintenance contracts—Air Force (nonrecurring)	4,000,000
Cancellation of contract provisions providing for contractor incentive fees—Air Force (nonrecurring)	907,000
Reduction in contract price resulting from defective cost or pricing data—Air Force (nonrecurring)	415,000
Recovery of development costs in sale of F-16 aircraft to European nations—Air Force (nonrecurring)	290,000
Reduction in contract price resulting from disclosure of defective contract pricing—Navy (nonrecurring)	247,000
Reduction in contract price resulting from defective subcontract pricing data—Navy (nonrecurring)	209,000
Reduction in contract prices resulting from downward adjustments in overhead billing rates—Defense (nonrecurring)	123,000
Reduction in contract price resulting from defective cost or pricing data—Navy (nonrecurring)	90,000
Reduction in contract price based on data supplied to contracting officer—Defense Logistics Agency (nonrecurring)	39,000
Distribution Management:	
Cost avoidance by obtaining lower rates on DOD shipments of household goods over-	

FINANCIAL SAVINGS AND OTHER BENEFITS

<i>Action taken or planned</i>	<i>Estimated savings</i>
seas—Defense (estimated annual savings)	34,000,000
Establishing a system for greater visibility and utilization of shipboard supplies—Navy (nonrecurring)	15,800,000
Employment and Training:	
Recovery for ineligible participants in the CETA program in two counties in New York State—Labor (nonrecurring)	9,000
Energy Generation:	
Changes made in operation of the Hoover Powerplant which increased the kilowatt-hours generated by about 7 percent and displaced the consumption of 379,487 barrels of imported oil—Interior (estimated annual savings)	5,933,000
Facilities:	
Reduction in funding for the construction of a new Denver Mint—Treasury (nonrecurring)	65,000,000
Deferral and reduction in funds requested in fiscal year 1978 for construction projects—Navy (nonrecurring)	4,500,000
Financial Management:	
Improvements in supply fund operation made possible—General Services Administration (nonrecurring)	157,000,000
Change in accounting procedures to preclude the crediting of prior years' reimbursements to augment current year appropriations will reduce funding levels for appropriations—Defense (estimated annual savings)	94,000,000
Equipment not needed at some NASA activities was redistributed to others needing the equipment thus avoiding new equipment purchases—NASA (nonrecurring)	75,400,000
Implementation of improvements to management and budgetary controls over free assets—Defense (nonrecurring)	31,000,000
Savings in subsidy costs for servicing from renegotiating repayment terms of two concessional loans—AID (nonrecurring)	18,200,000
Interest cost savings to the Treasury as a result of accelerated deposit of loan collections by the Farmers Home Administration—Agriculture (\$2,530,000 estimated annual savings; \$1,480,000 nonrecurring)	4,010,000
Interest cost savings to Treasury resulting from elimination of foreign currency accounts maintained at overseas banking organizations—Army (estimated annual savings)	954,000

FINANCIAL SAVINGS AND OTHER BENEFITS

<i>Action taken or planned</i>	<i>Estimated savings</i>
Interest cost savings to Treasury resulting from reduction of average Federal cash balances in contractor commercial bank accounts—Energy (estimated annual savings)	70,000
Interest cost savings to Treasury resulting from reduction in U.S. cash maintained at overseas banking organization—Army (estimated annual savings)	25,000
Foreign Affairs:	
Savings from congressional reduction of Sahel Development Program appropriations—AID (nonrecurring)	15,000,000
Savings resulted from discontinuing the housing supplement allowance paid to unqualified employees of the U.S. Mission to the United Nations—State (estimated annual savings)	22,000
Foreign Military Sales	
Revision of cost factors for military and civilian retirement and benefits for U.S. Government personnel working on foreign military sales will result in additional recoveries—Defense (estimated annual savings)	69,000,000
New requirements effective October 1, 1978, will reduce purchases from foreign governments of unneeded unserviceable equipment as well as reduce related repair and incidental costs—Air Force (\$36,400,000 estimated annual savings; \$9,800,000 nonrecurring)	46,200,000
Reduction of unneeded equipment buy-backs from foreign governments—Air Force (nonrecurring)	32,800,000
System correction to identify and rebill the cost of Government-furnished material sold to foreign governments—Air Force (nonrecurring)	7,000,000
Revised costing procedures for repaired items sold to foreign governments—Air Force (\$1,068,000 estimated annual savings; \$89,000 nonrecurring)	1,157,000
Correction of billings to foreign governments to reflect replacement costs for spare parts support for weapon systems purchased from the U.S.—Air Force (nonrecurring)	683,000
Billing for port handling charges—Army (nonrecurring)	252,000
Systems correction to identify contractor assistance costs will allow additional billings to foreign governments—Air Force (nonrecurring)	91,000

<i>Action taken or planned</i>	<i>Estimated savings</i>
Correction of billings to foreign governments to reflect actual procurement costs for jet engine test stands—Air Force (nonrecurring)	75,000
Correction of billings to foreign governments to reflect full replacement cost of stock fund articles sold—Air Force (nonrecurring)	72,000
Correction of billing to a foreign government to reflect actual procurement cost—Air Force (nonrecurring)	62,000
Identification of reimbursable expenses not reported by DOD activities to the Security Assistance Accounting Center for reimbursement from Foreign Military Sales—Defense (nonrecurring)	13,000
Health Facilities Construction:	
Renovation of existing health facilities at less cost of constructing new facilities—HEW (nonrecurring)	23,200,000
Cancellation of unnecessary research animal breeding facility—HEW (nonrecurring)	238,000
Loans, Contributions, and Grants:	
Termination of grants and reprogrammed grant funds—Justice (nonrecurring)	800,000
Maintenance:	
Improved productivity of Air Force maintenance depots—Air Force (nonrecurring)	44,000,000
Reduction of maintenance facility requirements—Navy (nonrecurring)	2,900,000
Cost avoidance from interservicing of Army altimeters—Army (nonrecurring)	77,000
Management:	
Implementation of improvements to production controls—Government Printing Office (estimated annual savings)	300,000
Manpower Requirements:	
Reduction in military staffing level of Pacific Fleet Command—Navy (estimated annual savings)	680,000
Correction made in formula for determining personnel requirements resulted in reduction in manpower authorization—Air Force (estimated annual savings)	267,000
Manpower Utilization:	
Reduction of training staffs at service schools and increasing classroom training time of students—Army (\$28 million), Navy (\$15 million), Air Force (\$71 million) (estimated annual savings)	114,000,000

FINANCIAL SAVINGS AND OTHER BENEFITS

<i>Action taken or planned</i>	<i>Estimated savings</i>
Manpower reductions due to change in inspection points—Defense Logistics Agency (estimated annual savings)	7,500,000
Reduction in recruit training from 11 to 9 weeks by eliminating nonrelated activities such as mess duty and maintenance work—Marine Corps (estimated annual savings) .	6,700,000
Termination of the Federal Bureau of Investigation's efforts to routinely apprehend all military deserters since most of them are subsequently discharged as unfit for service—Justice (estimated annual savings)	5,900,000
Converting military auditor positions to civilian in the Air Force Audit Agency—Air Force (estimated annual savings)	2,140,000

Materiel Management:

Deletion of nonessential items from budget request for war reserve materiel—Air Force (nonrecurring)	10,340,000
Reduction of production support and equipment replacement—Army (nonrecurring) .	6,800,000
Reduction for contractual services for ship support improvement project—Navy (nonrecurring)	5,000,000
Reduction in appropriation for military services' supply activities—Army (nonrecurring)	1,300,000
Deletion from budget submission of the cost of spare parts to support F-106 for combat operations—Air Force (nonrecurring)	1,016,000
Cancellations of orders that were excess to GSA requirements—General Services Administrations (nonrecurring)	326,000

Medicaid:

Cancelled Medicaid contracts with four pre-paid health plans—Health, Education and Welfare (nonrecurring)	55,000
Two health districts in New York State stopped billing Medicaid for spend-down of medical expenses incurred medically needy persons—Health, Education and Welfare (estimated annual savings)	4,000,000

Medicare:

Greater use made of less costly home dialysis for treatment of chronic kidney failure—Health, Education and Welfare (estimated annual savings)	40,000,000
Eliminate improper reimbursements for routine foot care by podiatrists—Health, Education and Welfare (estimated annual savings)	480,000

Action taken or planned *Estimated savings*

Payments to Government Employees and Other Individuals:

Expansion in scope of the Federal survey of private sector white-collar employee compensation to provide broader representation resulted in a lower percentage increase in annual pay raises of Government employees—Government-wide (estimated annual savings)	200,000,000
Costs of foreign national employees of U.S. Armed Forces in Japan reduced by negotiating the assumption of certain pay and benefit items by the Japanese Government—Defense (estimated annual savings)	35,000,000
Revision of DOD regulations to conform to amended legal provisions resulted in increased offset of social security payments against annuities paid to survivors of retired military personnel—Defense (estimated annual savings)	447,000

Revenues:

Increase in revenues received for providing consular services to both U.S. citizens and foreign nationals—State (estimated annual savings)	15,000,000
Rental of space excess to operations needs—Postal Service (estimated annual savings) .	525,000

Social Security:

Supplemental security income payments reduced for black lung benefits paid to same beneficiaries—Health, Education and Welfare (estimated annual savings)	30,000
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Supply Management:

Reduction in procurement and repair requirements for aviation repairable parts through improved methods for establishing and maintaining optimum stock levels on board carriers—Navy (nonrecurring)	114,800,000
Reprogramming of funds to meet the Army's higher priorities needs for ammunition production—Army (nonrecurring)	110,400,000
Reduction in personnel and inventory of school supplies and improvement of supply management practices—District of Columbia (\$150,000 estimated annual savings; \$386,000 nonrecurring)	536,000
Army troop support and Aviation Readiness Command reduced an unneeded overhaul program for AH-1G tailbooms from 35 to 4—Army (nonrecurring)	230,000

FINANCIAL SAVINGS AND OTHER BENEFITS

<i>Action taken or planned</i>	<i>Estimated savings</i>
Savings from changing from high price model of typewriter to less costly one—AID (nonrecurring)	11,000
Transportation:	
Reduction of appropriation request—Defense (nonrecurring)	9,000,000
Funding reduced for the second-career training program for air traffic controllers—Transportation (nonrecurring)	7,800,000
Reduction in the number of motor vehicles used by the U.S. Forces in Korea to support administrative operations—Defense (nonrecurring)	4,500,000
Military services consolidated procurement on mainland Japan; and industrial gas production and civilian personnel and family housing in Okinawa, Japan—Defense (\$4,700,000 estimated annual savings; \$430,000 nonrecurring)	5,130,000
Reduction in funding for short-takeoff and landing technology program—NASA (nonrecurring)	3,000,000
Seat Spacing on Military Airlift Command's trans-atlantic charter flights has been reduced from 38 inches to 34 inches, thus increasing passenger capacity and reducing the number of flights required—Air Force (estimated annual savings)	2,100,000
Reduction in dedicated manpower authorized solely to support distinguished visitors' lounges at 19 passenger terminals operated by the Military Airlift Command—Defense (estimated annual savings)	900,000
The Alaska Railroad increased the rental rates on its land—Transportation (estimated annual savings)	475,000
The Saint Lawrence Seaway Development Corporation established a policy of depositing funds in minority banks within the constraints of good cash management, resulting in increased interest earnings—Transportation (\$3,000 estimated annual savings; \$2,000 nonrecurring)	5,000
Veterans Health Care:	
Reduction in appropriation to eliminate funding for low priority medical facilities—Veterans Administration (nonrecurring) ..	1,500,000
Reduction of indirect costs on VA health manpower training grant awarded to University of North Dakota—Veterans Administration (nonrecurring)	816,000

<i>Action taken or planned</i>	<i>Estimated savings</i>
Collection of state disability insurance hospitalization benefits for nonservice connected disabilities treated in VA hospitals—Veterans Administration (nonrecurring) ..	500,000
Implementation of proper billing procedures to ensure collection for laboratory services rendered—Veterans Administration (estimated annual savings)	102,000
Vocational Rehabilitation	
Cancellation of cooperative agreements involving third-party funds between the Indiana Rehabilitation Agency and 33 Indiana school corporations—Health, Education and Welfare (nonrecurring)	957,000
Voting Rights:	
Denial of funding for voting rights survey—Commerce (nonrecurring)	44,000,000
Weapons Systems:	
Substitution of improved towed array sonar system—Navy (nonrecurring)	305,000,000
Deletion of requirement for a hard structured munitions warhead—Air Force (nonrecurring)	63,000,000
Reduction in appropriation for ground laser locator designator—Army (nonrecurring) .	14,500,000
Reduction in appropriations requested for the improved tactical bombing program—Defense (nonrecurring)	5,200,000
Elimination of funding for full-scale integration of the IIR guidance system—Air Force (nonrecurring)	5,000,000
Other Items:	
Federal wheat deficiency payments made at lower rate—Agriculture (nonrecurring) ...	108,000,000
Government contributions to Federal Employees Group Life Insurance program reduced by revising the actuarial formula for determining premiums required to maintain a fiscally sound program—Government-wide (estimated annual savings)	68,588,000
Appropriations ceiling for the southern Nevada water project was reduced—Interior (nonrecurring)	22,577,000
Departments of State and Defense concluded a labor cost-sharing agreement with Japan for Japanese national employees of U.S. Forces in Japan—Defense (estimated annual savings)	26,000,000
Reduction in costs of operating Radio Free	

<i>Action taken or planned</i>	<i>Estimated savings</i>
Europe and Radio Liberty through consolidation of functions and clarification of responsibilities—International Communication (estimated annual savings) . . .	14,000,000

Additional Financial Savings Not Fully or Readily Measurable

Many important one-time or recurring financial savings result from our work, but the resultant savings cannot be fully or readily measured.

Action to Prevent Payments to Housing Subsidies Which Exceed the Legal Limitations

The section 8 leasing program administered by the Department of Housing and Urban Development (HUD) provides financial assistance to supplement the rents paid by lower income families. HUD annually establishes, by market area, fair market rents for various apartment unit sizes and structure types to induce developers to build or rent projects.

In a June 16, 1977, report to Congressman Robert S. Walker (CED-77-84) we pointed out that HUD had approved 32 rental assistance contracts in eastern Pennsylvania in which rents set might exceed the fair market rent limitation established by Federal law if the contract's contingency fee provisions were fully exercised. The contingency fee is an estimate of the financing costs to be incurred and may differ from actual financing costs when permanent financing is arranged.

This occurred because HUD Philadelphia area office officials were not aware that contingency fees were subject to the limitation. If the full amount of the contingency fees were paid, rent subsidy payments would exceed the limitation by \$2 million over the 40 year contract periods for just 2 of the 32 contracts. In this report, we also pointed out that there was a lack of documentation to support fair market rent determinations made for Lancaster, Pennsylvania.

Because there were indications that these problems existed in other HUD field offices, we recommended that HUD (1) notify the field offices to include contingency fees in determining whether the fair market rent limitation would be exceeded and (2) revise its regulations to clearly require that adequate documentation be maintained in support of fair market rent determinations.

HUD agreed with our recommendations and notified its field offices that contingency fees must be considered whether or not the fair market rent limitation has been exceeded and took steps to revise its instructions to require fair market rent documentation.

Reduced Federal Deficiency Payments on Certain Grain Sorghum and Barley Acreage

Farm legislation in effect for crop years 1974 through 1977 directed or authorized the Secretary of Agriculture to make deficiency payments to producers of certain crops, including grain sorghum and barley, based on a farm's allotted acreage for each crop whether or not the crops were grown on that acreage. The deficiency payments were to be made for any year in which a target price set in accordance with the law exceeded the higher of either the price-support loan rate or the average market price during the first 5 months of the crop marketing year.

In a May 24, 1977, report to the Congress (CED-77-77), we recommended that the Congress adopt legislation that would preclude deficiency payments for crops not grown. The Food and Agriculture Act of 1977, approved in September 1977, limited deficiency payments beginning with 1978 crops to planted acreage only. For 1977 crops the act continued deficiency payments based on allotted acreage; however, as we recommended, it provided that for those crops, including grain sorghum and barley, for which it raised 1977 target prices above those established under the previous law, any deficiency payment on unplanted allotment acreage would be based on the old, rather than the new, target prices.

The Department of Agriculture paid about \$228 million in deficiency payments to grain sorghum and barley farmers on their planted allotment acreage in 1977. However, because the price-support loan rates and average prices for these crops were higher than their old target prices, no deficiency payments were made on the unplanted allotment acreage. It was not feasible for us to estimate the savings resulting from requiring use of the old target prices. Such an estimate would have required computing the amounts that thousands of farmers would have received on their unplanted acreage. It also would have required analyzing all their program payments because the law limited the total amount of all payments (except disaster payments) at \$20,000 for each farmer annually under one or more of the annual programs established for wheat, feed grains, and cotton. However, if the new law's target prices had applied and if there was no payment limitation, the payments on unplanted grain sorghum and barley allotment acreage could have amounted to about \$275 million.

Adjusted EPA Mileage Estimates Would Result in More Consumers Buying Fuel-Efficient Cars

The Motor Vehicle Information and Cost Savings Act requires EPA to determine the gas mileage of new cars and to publish the results. In our report "Convincing the Public to Buy the More Fuel-Efficient Cars: An Urgent National Need," issued August 10, 1977, we discussed the credibility of EPA gas mileage estimates and concluded that the estimated mileages were higher than most consumer experience in everyday driving, because of the many ranges of variables which are not controllable in laboratory testing.

On September 19, 1977, the EPA Administrator released the fuel economy data for 1978 model year cars and announced that EPA was initiating a study of the fuel economy impacts of variables such as road, traffic, and weather conditions, and of differences in driving habits and maintenance practices. He also announced that in its 1979 mileage guides, EPA would adjust the published mileage data to account for these variables and thereby reflect the mileage likely to be experienced by the majority of drivers under all driving conditions.

EPA developed for each 1979 model car a single, miles-per-gallon rating which reflects the amount of fuel that road tests and studies indicated were needed to drive the car under usual road conditions. EPA also redesigned the mileage labels placed on each car, provided additional explanations in the guides regarding the information therein, implemented a program to ensure that the guides are available at dealers' showrooms, and publicized the program by means of spot announcements on television.

EPA's actions should result in buyers having more confidence in the EPA estimates and in using them in deciding to buy more fuel-efficient cars.

Reducing Risk of Storing Oil In Salt Caverns

The Energy Policy and Conservation Act requires that the Department of Energy (DOE) create a strategic petroleum reserve to provide protection against future disruptions in U.S. energy supplies. DOE is committed to having 500 million barrels of crude oil in storage by 1980 and thus far has been storing the oil in salt caverns located in the Gulf Coast area.

In a January 1978 report to the Secretary of Energy on "Need to Minimize Risks of Using Salt Caverns for the Strategic Petroleum Reserve" (EMD-78-25, January 9, 1978), we stated that DOE is permitting the chemical companies who formerly operated the caverns to

continue brine production at two of the storage sites. However, if a cavern is operated in excess of its maximum operating pressure, it could fracture causing it to be unsuitable for storage. For each cavern rendered unsuitable for storage, DOE would have to find a suitable replacement cavern or construct a new one. Either situation, particularly the latter, would result in program delays and additional costs.

We recommended that DOE institute a formal system for controlling the brining operations to assure that brine production does not exceed safe rates of production. Subsequently, DOE installed pressure recording devices at the caverns at one of the sites to continuously monitor and record operating pressures during brining. DOE plans to install devices at the other site in the near future. This will help minimize the risk of storing oil in these caverns, which could be damaged by continued brining operations.

Savings Through Full Use of Fast Payback Funds

The Air Force's Management Engineering Agency operated a fast payback capital investment program to purchase off-the-shelf equipment that would recover investment costs within 2 years. This program was funded with \$6.5 million in fiscal year 1977. Funds for each investment project were provided based on the estimated costs, and excess funds were to be returned to the program for future use.

We found that because the Air Force had not instituted followup procedures, excess funds were not being returned. Consequently, until action was taken as a result of our examinations, the Air Force was missing other opportunities for savings through full use of the fast payback funds.

Proposed Funding for District of Columbia Elementary School

The District of Columbia Public Schools included in its budget requests to the Congress proposed funding to construct an elementary school as a replacement for two schools. The need for this school has changed since work on the project started and to proceed with the construction would be contrary to the Board of Education's policy of replacing a school only when a sizeable seat shortage exists in the area served by the school.

Prior to the appropriation hearings, we briefed the staff, Subcommittee on District of Columbia, Senate Committee on Appropriations, on the questionable need to build the school. We advised the Subcommittee staff that the construction of the school was not justi-

fied or needed. We provided the staff data for use during the fiscal year 1976 hearings which showed that in school year 1974-75 there were about 1,000 excess seats in the planning area served by the replacement school. If the school were built, and considering other construction in the area, the excess seating capacity would increase to about 1,500 spaces.

The Congress deleted the funding of the proposed school from the fiscal year 1976 budget and again from the fiscal year 1978 budget submission because of data we submitted.

Federal Bureau of Investigation Develops New Resource Management and Information System

During our review of the Federal Bureau of Investigation (FBI) investigative results and accomplishments, the Comptroller General and FBI Director met to discuss our interim findings—that the FBI lacked information necessary to effectively manage its investigative resources, and that its information on investigative results was misleading. Because these findings confirmed the FBI's own doubts about its management information systems, the FBI Director established a task force which worked closely with us during the remainder of our review to develop a new management information system.

The new system, described in our report issued February 15, 1978, was implemented in October 1977. If properly implemented, the new system should provide the FBI (1) a better basis for identifying priority investigative areas and cases, thus providing a better basis for resource allocation, (2) more comprehensive, valid, and integrated data for making management decisions and (3) detailed criteria for measuring investigative results and assuring their validity.

Improved Verification of Applications For Basic Education Grants

In a report to the Congress (HRD-77-91, Sept. 21, 1977) we stated that the Office of Education had not established adequate controls to assure that information supplied by applicants for basic educational opportunity grants was accurate. We pointed out that as much as \$24.3 million may have been awarded to ineligible students.

HEW has initiated a pre-award verification procedure in the Basic Educational Opportunity Grant Program. HEW acknowledged that the new procedures were largely the result of our report and estimated that it had been paying from \$100 to \$150 million annually to students who were ineligible or who were overpaid.

Improved Management of Processing Hospital Supplies

We had reported that the Veterans Administration system for centrally managing hospital procurement and supply operations could be more cost-effective if more information was available regarding local procurements by individual hospitals. We pointed out that VA's Supply Service (1) lacked information about local hospital purchases, (2) lacked data regarding items centrally processed, and (3) permitted unnecessarily high inventory levels for items stored in depots.

As we recommended, VA has developed a computerized system to identify supply items for centralized management, revalidated the inventory levels needed to support hospitals, and established central office responsibility for monitoring VA hospitals' use of mandatory sources of supply. These actions should result in substantial cost reductions.

More Equitable Procedures to Settle Accounts for International Mail Services

The Universal Postal Union—composed of the United States and 156 other countries—makes the rules for exchanging mail between countries and sets charges for services performed. Differences between the market exchange rates of the countries' currencies and their exchange rates set under the Union's monetary standard, the gold franc, were causing problems in settling international postal accounts. The United States was incurring losses because as a creditor, it always settled in dollars, while some countries to which the United States was indebted exercised their option to request payment in the currency that would give them the most favorable return.

In our report (ID-77-38, Aug. 30, 1977), we recommended that the Postal Service participate in international attempts to establish a more realistic monetary standard, such as the special drawing right (SDR) unit issued by the International Monetary Fund, for settling charges and settling international mail accounts.

In October 1977 the Postal Service stated that in keeping with GAO's recommendation, the Service had reached agreement with three countries on the use of the SDR in settling accounts, is negotiating with two countries for its use, and intends to increasingly use the SDR in settling international postal accounts.

Using SDR is an equitable way to settle accounts because currency exchange rates based on SDR values are close to or the same as market exchange rates. The United States will largely avoid losses since the value of settlement amounts will be substantially equal regardless of the currency used to settle the debt.

Excess Item Management

During a survey of excess item management by the U.S. Army in Europe, we learned that the Army had special projects at corps and division levels, to retain and eventually use repair parts and other items that were in excess of established stock levels. The intent was to avoid disposing of material which would have to be purchased later from wholesale supply sources. However, the U.S. Army in Europe had not implemented uniform criteria for the retention of this material, and as a result large and duplicative inventories were being retained; had not made an economic analysis to determine if the projects were justified; and there were no plans to provide higher commands with visibility over these inventories.

We reported our findings to the Commander in Chief, U.S. Army, in Europe and recommended that uniform retention criteria be adopted and excess quantities of materials be redistributed to those with a current need for the items.

U.S. Army in Europe reported to us that uniform criteria have been implemented and excess item projects have been brought in line with the criteria, resulting in a reduction in excess item inventory levels. This reduction of excess inventory was achieved through redistribution to satisfy current needs of other units and through transfer to property disposal office. At the latter organizations such property is subject to reuse through regular screening procedure. We could not determine the total value of redistribution or reuse, because U.S. Army in Europe does not require reporting on these transactions.

Forms Facsimile Handbook

The Standard and Optional Forms Facsimile Handbook is a valuable tool which allows forms managers to review requests for new forms against available standard or optional forms. Using standard and optional forms results in significant savings in forms design, printing, and distribution by curtailing the development of new forms. Standard and optional forms are available through GSA's supply system and are used instead of agency developed forms.

During an inquiry of Federal forms management we found that the Standard and Optional Forms Facsimile Handbook had not been updated in over 3 years although the number of standard and optional forms increased by about 40 percent. Unaware of new standard or optional forms, agencies develop their own forms without reference to available forms. The outdated condition of the forms facsimile handbook contributed to an increase in the number of different agency-developed forms and increased costs.

The estimated number of different Federal forms doubled from 360,000 to over 700,000 from 1969 to 1972. Although current estimates are not available, forms proliferation is known to be a continuous problem. The annual cost to manage Government forms is an estimated \$2 billion.

In October 1976 we advised the Administrator, GSA, that while the Standard and Optional Forms Program is the National Archives and Records Service's (NARS) responsibility, the handbook, an essential tool to the program, was the responsibility of the GSA Region 3 Federal Supply Service. Thus, an essential tool to the forms program was outside the control of the program manager which probably contributed significantly to the delinquency of a new handbook. We suggested transferring the handbook responsibility to NARS. In November 1976 the handbook responsibility was transferred. In March 1977 NARS announced the handbook availability through subscriptions handled by the Government Printing Office. The subscription includes 3 years of quarterly updates.

An up-to-date handbook should improve the effectiveness of agencies' form management programs and significantly reduce costs associated with developing different agency forms where existing standard or optional forms exist.

Optimum Use of Federal Real Property

We reviewed the background, circumstances and status of a use agreement between the Department of the Navy and the Interior concerning land located at Sachuest Point, Rhode Island.

The use agreement was entered into because the Navy wanted to continue using an existing beach club located on land controlled by the Department of the Interior (DOI) and DOI wanted 102 acres of Navy land for a wildlife refuge. The General Services Administration (GSA) stated that it would declare the agreement illegal when the 102 acres of Navy property was reported excess. DOI told Navy that the continued use of the beach club depended on DOI receiving the property.

The Navy stated that if it could not use the beach club it would be required to build a recreation facility in the area at an estimated cost of \$750,000.

In our report we recommended that DOI permit the Navy to continue using the beach club facility and that the Navy complete the screening process for the 102 acres of land and if not needed to report it as excess to GSA.

In their replies to our report the DOI said that the agreement assured the Navy's continued use of the beach club and the Navy stated that the property had

been screened through DOD and was being reported to GSA as excess. Because of these actions, (1) the Navy will not have to request funds for a new recreational facility, (2) Navy property no longer needed by the Navy will be made available to satisfy requirements of other Federal agencies, or (3) if not needed by any Federal agency, Navy property will either be made available for continued public benefit through a State or local agency or will be sold, bringing money into the U.S. Treasury.

Improved Procedures for Approving Royalty Payments Included in Negotiated Contracts

We performed a review of the procedures followed for approving patent royalty charges included in Air Force contracts awarded by the Air Force Logistics Command. Our review of patent royalty files indicated a general lack of documentation necessary to determine the propriety of royalties approved, and in several instances, questionable approvals were made.

We recommended that procurement and legal review activities establish procedures to assure that necessary documentation is obtained, reviewed, and maintained to support royalty approval actions. The Air Force agreed to implement our recommendations.

Uninformed Procurement Decisions for Commercial Products Are Costly

On October 26, 1977, we reported to the Congress that the Defense Logistics Agency, General Services Administration, and, to a lesser extent, the Veterans Administration do not consider all costs when deciding how to procure common commercial items. For this reason these agencies have chosen to procure, stock, and distribute goods themselves rather than to buy them commercially. However, often it is more economical to use commercial distribution channels to supply products directly to users. These agencies have agreed to take action to develop and use full cost data in making effective procurement decisions.

Revision of Defense Policy for Developing Software Testing

In a report to the Congress we recommended that the Secretary of Defense should take action to improve the test and evaluation of weapon system software programs. We reported that software needs to be thoroughly tested during development so that discrepancies are

identified and corrected before the systems are released to the military users. Early detection of errors may prevent development schedule slippage and reduce system life cycle costs.

The Department of Defense agreed with our findings and revised its policy to provide for adequate testing of computer software before its release for operational use.

Other Benefits

Some actions taken in response to our recommendations result in benefits other than financial savings. If the Congress enacts recommended legislation or if new agency regulations or procedures are adopted, day-to-day operations at Federal, State, and local levels may improve. Sometimes the actions directly enhance the well-being of individual citizens.

Actions Taken to Improve Health and Safety in Metal and Nonmetallic Mines

As requested by the Senate Committee on Human Resources, we issued a report to the Congress (CED-77-103, July 26, 1977) on the effectiveness of the Department of the Interior's administration of the Federal Metal and Metallic Mine Safety Act. We reported that limited progress had been made in the safety record of mines covered by the act since its passage in 1966.

On November 9, 1977, the Congress enacted the Federal Mine Safety and Health Amendments Act of 1977 (P.L. 95-164). An advance summary of our report was used extensively in the Senate floor debate of this legislation. In line with our recommendations to the Congress, the act (1) authorizes penalties, including closure orders, in case where mine operators repeatedly violate the same standards and (2) specifically authorizes noncoal research and sets appropriate funding levels. The act also contains numerous provisions consistent with the intent of our recommendations to the Secretary of the Interior for (1) improving the completeness and accuracy of accident, injury, and illness information; (2) expediting the promulgation of mandatory standards (regulations); (3) making training for miners more effective in reducing accidents and injuries; and (4) evaluating advisory standards and upgrading them to mandatory status as appropriate.

In response to our report, the Department and its Mining Enforcement and Safety Administration (MESA) took the following actions: (1) revised the criteria for injuries that mine operators must report; (2) established criteria for accidents which should be investigated; (3) assigned additional staff to the standards

promulgation process and began evaluating and, where appropriate, upgrading advisory standards to mandatory status; (4) placed greater emphasis on enforcement of health and training standards during inspections; (5) commended analyzing data in the Management Control System to assess its enforcement activities; (6) started action toward issuing mandatory standards requiring mine operators to provide accident prevention training to all their employees; (7) initiated formal procedures between the Bureau of Mines and MESA for coordinating technology transfer matters and established a joint Bureau-MESA task force to formulate implementing procedures; (8) increased funding of the Bureau's noncoal health and safety research program; (9) established a formal training program for MESA personnel in the techniques and procedures for conducting special accident prevention studies; and (10) implemented new criteria for selecting mining operations to be included in the special Program in Accident Reduction.

The newly enacted legislation and the Department's actions should make metal and nonmetallic mines safer and healthier places of employment.

Actions Taken to Improve Motor Carrier Safety

On May 16, 1977, we reported to the Congress that the Federal Highway Administration's (FHWA's) Bureau of Motor Carrier Safety had not (1) effectively addressed congressional concern for safety problems, (2) monitored and enforced Federal motor carrier safety requirements, or (3) coordinated its work with related State agencies. Inadequate reporting and record-keeping practices prevented the Bureau from accurately determining the number of carriers under its jurisdiction.

In response to our recommendations, the Department of Transportation and FHWA:

- Established a task force to develop an information system to facilitate analysis of carriers' safety records and help investigators select carriers most in need of safety surveys.
- Commenced a complete revision of its procedures for enforcing Federal motor carrier safety regulations.
- Implemented training to improve quality of legal casework and reduce processing time.
- Issued guidelines on civil and criminal case review by regional counsels.
- Started—by selective areas—an enforcement campaign on commercial motor carriers violating Federal hours of operation rules. As a result, trucking companies discontinued some runs which re-

quired drivers to exceed maximum driving hours.

—Surveyed all States to identify those which (1) develop motor carrier safety data and (2) routinely provide State data to the Bureau. Survey results were used to encourage more States to share information with the Bureau.

—Assigned special emphasis to increasing roadside vehicle/driver inspections.

These actions should increase the effectiveness of the motor carrier safety program and improve the safety level of carriers' operations.

Fairer and More Consistent Treatment of Homeowner Claims

At the request of Congressman Ralph H. Metcalfe, we reviewed the activities of the Chicago area office of the Department of Housing and Urban Development (HUD) concerning its operation of the section 518(b) program. This program was designed to correct or compensate owners of existing homes purchased with federally insured mortgages in which there were serious defects at the time of insurance commitment.

In testimony before the Subcommittee on Manpower and Housing, House Committee on Government Operations, on April 15, 1977, and in a report to the Congress dated July 27, 1977, entitled "Need for Fairer Treatment of Homeowners' Claims for Defects in Existing Insured Homes" (CED-77-97), we concluded that Chicago homeowners had been treated unfairly and inconsistently under the program. Lack of clearly defined criteria for evaluating the acceptability of homeowner claims for assistance resulted in inconsistent HUD determinations that frequently were reversed when homeowners appealed the decisions. Also, Chicago homeowners were not fully reimbursed for defects, as prescribed by HUD regulations.

We recommended that HUD revise the guidance provided to its inspectors for determining whether defects existed at the time of insurance commitment to recognize the inappropriateness of relying (1) solely on a fixed time limit without giving due regard to the other factors of each case and (2) on the original FHA appraisal. We also recommended that the HUD Chicago area office reevaluate all claims it had rejected on the basis of inappropriate criteria and all claims paid for compliance with prescribed reimbursement procedures.

On July 11, 1977, HUD advised its field offices of the deficiencies in using a pre-set time criterion and the original appraisal in processing homeowners' claims. In a letter dated January 16, 1978, the Secretary of HUD

told the Senate Committee on Governmental Affairs and the House Committee on Government Operations that homeowners' claims were now being fully reimbursed, and that the Department was negotiating with the American Institute of Architects for an independent third party review of rejected claims.

In Chicago, subsequent to our review, HUD reevaluated 2,912 homeowners' claims to assure that reimbursements had been made in accordance with prescribed HUD regulations. As a result, 397 Chicago homeowners were reimbursed additional amounts totaling \$169,436.

Improved Accounting and Financial Reporting

Accurate accounting is necessary to control Government assets and to present fairly the financial position of the Government. The Department of Labor, the Department of the Treasury, and the General Services Administration materially misstated accounts receivable, thus precluding a fair presentation of these agencies' financial position at September 30, 1976.

In separate reports to these agencies, we recommended specific improvement. The agencies responded to our reports and stated that our recommendations to ensure more accurate accounting for and reporting of accounts receivable were implemented.

Improving Internal Audit

In our report on the Army Audit Agency we recommended that the Agency be placed at a higher level in the Army, not be restricted in the areas it was allowed to audit, make more effective use of its auditors, improve its report followup system, and appoint a civilian to head the agency.

The Army agreed and has or is in the process of complying with the recommendations which should significantly improve the operations of the Army Audit Agency.

Improvements in Defense Department Procedures to Evaluate and Select Energy Conservation Projects

In our review of the Defense Department's Energy Conservation Investment Program (ECIP) we found that proper economic analyses, consistent with the Office of Management and Budget (OMB) Circular A-94, were not being used to evaluate and select projects and that sometimes projects were funded that saved very

little energy. In addition, Government-owned, contractor-operated (GOCO) facilities were excluded from the program.

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Based on our findings the Department then issued revised guidelines for ECIP which called for economic analyses for large projects and project prioritization based on energy saving effectiveness.

In our report to the Secretary of Defense (EMD-78-15, January 18, 1978) we acknowledged the above improvements but pointed out that they did not go far enough. We recommended that an economic analysis consistent with OMB Circular A-94 be done for all projects and that GOCO facilities be included in ECIP.

Subsequent to our report, the Department again modified ECIP's guidelines to require economic analyses for all projects. And, in line with our recommendation to include GOCO facilities in the program, the Department established the Energy Conservation and Management (ECAM) program as a counterpart to ECIP to fund energy conservation retrofit projects at GOCO facilities.

Strengthened Security Requirements for Nuclear Material Facilities

At the request of Congressman Timothy E. Wirth, we evaluated the status of actions by the Department of Energy (DOE), formerly the Energy Research and Development Administration (ERDA), to correct physical security deficiencies noted at the agency's special nuclear material facilities. While we found a general improvement in the physical security at the facilities visited, we noted that certain security requirements were vague and led to misinterpretation and inconsistent protection criteria. Consequently, we recommended that these requirements be strengthened to better assure consistent and adequate protective measures. On November 29, 1977, DOE responded to our recommendations and advised the House Committee on Government Operations that it (1) had issued a management directive to strengthen and clarify security requirements over the placement of nuclear material detectors and (2) was drafting for publication new physical security requirements for protecting less than strategic quantities of bomb-grade plutonium and highly enriched uranium. These actions should lead to added protection of these dangerous nuclear materials against theft and sabotage.

Improvements in the Department of Energy's Compliance Effort

As a result of our investigation and inquiries by Senator James J. McIntyre's staff, the Department of Energy expedited its compliance efforts and issued an order requiring a New England fuel oil firm to pay back to customers approximately \$4.7 million plus interest for overcharges in residual fuel oil sales.

In our report (EMD-77-71, Nov. 7, 1977), we pointed out several factors contributing to the delay in the resolution of compliance cases and made recommendations for improvement. The Department of Energy agreed with our recommendations and stated that it would continue considering our recommendations in the reorganization of its Office of Enforcement. Actions taken included

- establishing goals to simplify and clarify existing regulations,
- formalizing procedures to expedite the resolution of outstanding regulatory issues, and
- improving case processing procedures by increasing legal support on cases and streamlining internal reporting procedures.

Upgrading Internal Audit

We reported to the Congress (FOD-78-15, Oct. 25, 1977) that the Federal Home Loan Bank Board's internal audit organizational structure was not designed to insure maximum independence. We stated that because of organizational placement, the auditors assigned to internal reviews were in the tenuous position of reviewing and reporting on the activities and deficiencies of higher management within their own organizational structure. We also pointed out that the Board had advocated audit organizational independence for its other activities but not for its own organization and its present structure was not in line with the general Federal Government trend of making internal audit functions independent of the organizations being audited.

We recommend that the Chairman of the Board revise his internal audit organization so that maximum independence could be obtained.

On January 11, 1978, the Chairman of the Federal Home Loan Bank Board signed Order No. 400 which transferred all financial and internal audit and related personnel from their previous organizational structure

(Office of Management Systems and Administrative) to an Internal Review staff which is established in the Office of the Chairman.

The organizational change will make Internal Review more independent and, therefore, more effective.

Federal Bureau of Investigation Makes Information on Individuals More Accessible

Since the enactment of the Privacy Act of 1974, Federal agencies have been required to report in the Federal Register all their systems of records on individuals. The Federal Bureau of Investigation (FBI) reported 12 systems of record, with its main system being the Central Records System.

The publication in the Federal Register is required so (1) the public is informed of Government recordkeeping practices about individuals and (2) individuals are able to make reasonably informed decisions concerning the likelihood of the existence of records about themselves.

The FBI's Central Records System contains all investigative, personnel, applicant, administrative, and general files. In addition to the general index maintained at headquarters and at each field office and foreign liaison office, various indexes are used to facilitate the way investigations are handled. Primarily these indexes include index cards, photo albums, computer tapes, and computer printouts.

The notice in the Federal Register for the FBI's Central Records System itemized and explained several categories of individuals the system has records on. The notice did not list or mention by name specific indexes which the FBI uses in managing and conducting its day-to-day operations. We concluded that as long as the individuals and information contained in an index was retrievable through a published system of records, it was not necessary for the FBI to consider each index as a separate system of records that must be individually published as such in the Federal Register. However, 63 of the 239 indexes we identified as being maintained by FBI headquarters or field offices for investigative purposes were not fully retrievable through a published system of records.

Subsequent to our analysis, the FBI expanded its notice considerably in the Federal Register. Because of this expanded notice, the public is much more aware of what categories of people the FBI keeps records on and requesters are more assured that all the information the FBI has on them would be retrievable.

Procedures to Improve Telephone Assistance to Taxpayers

Our survey of the Internal Revenue Service (IRS) Taxpayer Service Telephone Assistance Program showed that when taxpayers' questions were referred to a technical backup person, they would receive correct answers to their questions about 79 percent of the time. We informed the IRS of our findings because it considers telephone referrals to be a critical factor in providing quality service to taxpayers.

On March 22, 1978, the Commissioner of Internal Revenue testified before the Subcommittee on Commerce, Consumer and Monetary Affairs, House Committee on Government Operations. He stated that the IRS would establish a mandatory review to identify error rates for referral assistants on a separate basis. The Assistant Commissioner for Accounts, Collection and Taxpayer Service sent a memorandum to all IRS regional commissioners emphasizing the importance of reviewing the quality of answers given by referral personnel. In addition, IRS has made changes in its Taxpayer Service Quality Review Handbook. The upgrading of the standards for the Taxpayer Service Telephone Assistance Program will help assure taxpayers they are receiving the correct answers to their more difficult questions.

Government-wide Procurement Policy To Prevent "Wage Busting"

In a report dated February 28, 1978 (HRD-78-49), we recommended that the Administrator for Federal Procurement Policy, the Office of Management and Budget, establish a Government-wide policy to discourage wage busting of professional employees working on Federal service contracts and require Federal agencies to include appropriate implementing language in their procurement regulations and service contracts.

As a result of our recommendations, the Office of Federal Procurement Policy (OFPP), issued Policy Letter Number 78-2, "Preventing 'Wage Busting' for Professionals: Procedures for Evaluating Contractor Proposals for Service Contracts," which stated that it is the declared policy of the Federal Government that all service employees, including professional employees, employed by contractors providing services to the U.S. Government, be fairly and properly compensated. The policy letter said Federal procurement procedures shall be developed to assure equitable compensation for all

such employees. The letter also provides appropriate language for inclusion in all future solicitations whenever professional employees are expected to be needed to perform the services. The new policy, effective April 1, 1978, is to be implemented through regulatory guidance issued under both the Defense Acquisition Regulation and Federal Procurement Regulations.

Also as a result of our recommendations, the Department of Defense (DOD) advised us in June 1978 that the Air Force has been directed to develop guidance for DOD activities to discourage wage busting of professional service employees. In addition, the National Aeronautics and Space Administration in July 1978, amended its procurement regulation to include procedures to implement the requirements in OFPP Policy Letter Number 78-2.

Improve Nutrition Program for the Elderly

In our report to the Secretary of HEW on our review of the nutrition program for the elderly (HRD-78-58, February 23, 1978) we identified a number of areas where program administration and effectiveness could be improved. We discussed our report with officials of the Administration on Aging (AOA) in December 1977. We were informed that as a result of our report, AOA was undertaking a new initiative nationwide to improve administration of elderly nutrition program. Actions taken by AOA and the U.S. Department of Agriculture will increase the number of meals available to older persons by 12 percent or a total of 17 million additional meals by March 1979.

Greater Outreach Efforts by the Social Security Administration

We recommended in April 1977 that the Social Security Administration identify those individuals who were denied benefits because of excess personal resources and advise them they may now be eligible for Supplemental Security Income benefits because of a change in the law on home ownership. We also recommended that similar outreach efforts be made in the future when legislative changes are made that effect previously denied applicants.

In January 1978, we were advised that Social Security will contact about 50,000 to 70,000 individuals previously denied benefits because of excess resources. We were also advised that similar outreach efforts will be made in the future when warranted.

Improved Control of U.S. Antarctic Research Program Logistic Support Costs

In our report to the Chairman, Senate Committee on Foreign Relations, (ID-77-59, December 30, 1977) we reported that although the National Science Foundation is reimbursing the Navy for all major U.S. Antarctic Research Program costs, costs are still being borne by the Navy. We recommended that the Secretary of Defense identify the logistic support for the program that is borne by the Department of Defense, establish procedures to accumulate or estimate costs, and that the Secretary and the Director of the National Science Foundation improve coordination of logistic support finances.

On February 6, 1978, the Department of Defense National Science Foundation memorandum of agreement was amended to provide for the National Science Foundation to reimburse the Navy for total cost of providing subsistence to Foundation-sponsored civilian personnel in Antarctica effective October 1, 1978. In addition, on January 12, 1978, the Comptroller of the Navy requested the Navy Auditor General to identify any remaining cost for logistic support of the program still being borne by the Department of Defense.

Strengthening Congressional Oversight of Foreign Assistance

The U.S. sells military equipment and supplies to certain African nations because these nations perceive military threats and also to balance growing Soviet influence and maintain specific interests.

Notwithstanding U.S. rationale for such sales, our review disclosed that Congress has not been adequately informed about some key aspects of foreign military sales programs in Africa. For example, executive branch notifications on proposed sales do not clearly describe the nature and extent of U.S. equipment transfers and manpower commitments. Also, Congress has not always been advised of long-range plans.

We recommended to the Secretaries of State and Defense (ID-7761, April 4, 1978) that congressional notifications about proposed sales of military equipment and services by the executive branch be more comprehensive including, "U.S. military survey team results and actions the U.S. Government will undertake to carry out the teams' recommendations."

Our recommendation and the State Department's response expressing their agreement were used by the Subcommittee on International Security and Scientific Affairs, House Committee on International Relations, to support their justification for an amendment to the

Foreign Assistance legislation for fiscal year 1979. In September 1978, Sec. 26, Chapter 2 of the Arms Export Control Act was amended to include ". . . (b) as part of the quarterly report required by section 36(a) of this act, the President shall include a list of all defense equipment surveys authorized during the preceding calendar quarter, specifying the country with respect to which the survey was or will be conducted, the purpose of the survey, and the number of United States Government personnel who participated or will participate in the survey. (c) Upon a request of the Chairman of the Committee on the International Relations of the House of Representatives or the Chairman of the Committee on Foreign Relations of the Senate, the President shall grant that Committee access to defense requirement survey conducted by United States Government personnel."

Improvements Made in Department of Agriculture's Upward Mobility Program

Responding to the recommendations in our March 1977 report, the Department of Agriculture initiated various actions to improve its upward mobility program. Skills surveys are being conducted to identify underutilized employees. Extensive changes have been made in the College Study Program including requiring participants to follow courses of study consistent with designated occupational areas, and the preparation of individual career development plans by all participants. In addition, application of the job element approach in the participant selection process has been limited to the specific position concerned. These actions, and others, should result in a more effective program.

Federal Upward Mobility Program Made More Effective

The Civil Service Commission has implemented a comprehensive action plan which should increase the effectiveness of the Federal upward mobility program. The plan, responding to the recommendations in our March 1977 report, provides for guidance to departments and agencies stressing the importance of work force assessments and detailing the techniques to be used in conducting skills surveys in support of training agreements; identifies information needed by the agencies to evaluate the effectiveness of their training agreements; ensures that the Commission's annual onsite personnel management and Equal Employment Opportunity evaluations include an analysis of the results of agencies' upward mobility program implemen-

tation; and develops controls to ensure that program costs are reported accurately and completely.

Contractor Noncompliance Action

We reviewed the Government Printing Office's (GPO's) Central Office Printing Procurement Division and found GPO could exercise better management control to provide more timely service at lower costs. In our report to Congress ("Substantial Improvements Needed in the Government Printing Office's Service to Federal Departments and Agencies," LCD-75-437, Dec. 29, 1975), we said that customer agencies had complained about the excessive time it took for GPO to procure printing services. One of our recommendations was that GPO should establish a consistent approach for handling those instances when the printers do not comply with the contract terms.

GPO has implemented our recommendation and improved reporting on contractor noncompliance. Compliance with scheduled delivery is now determined and verified by GPO. Compliance with quality is reported on an exception basis by the customer agency using GPO furnished "flashcards." Further, GPO has developed a "quality-by-attributes" system which reduces the judgmental aspects of determining compliance with quality requirements.

Sanctions against contractors such as cure notices, show cause letters, and declarations of nonresponsibility are now taken in the same sequence against all noncomplying contractors.

GPO reports show that this approach to contractor noncompliance has resulted in a steady reduction in the delinquent delivery rate from 17 percent at the time of our review to less than 8 percent in October 1977.

Small Arms Maintenance Facilities

Our letter report to the Secretary of Defense (LCD-76-426, Mar. 31, 1976), pointed out that the Services small arms maintenance facilities were significantly underutilized. We also told the Secretary of Defense that a number of items were being repaired by more than one Service and that only 11 percent of the \$5.5 million depot maintenance workload was accomplished through interservicing. We concluded that savings would be realized by performing this maintenance at fewer locations because this would permit increased utilization of equipment and facilities and possible spare parts and personnel reductions.

Our letter report was given to the Department of Defense Joint Logistics Commanders' Small Arms Work Group, and we were informed that the Group had identified an additional \$1.6 million of the small arms workload which will be accomplished by interservice support agreements.

Management of Cash Balances

In our June 1976 report ("Department of Defense Stock Funds' Declining Financial Position," LCD-76-433), we reported that the Department of Defense (DOD) stock funds, cash and working capital balances had deteriorated because of inflation and management problems within the stock funds. An example of the management problems within the stock funds was the absence of any cash flow analyses so that as a result the cash problems became critical before management became aware of them.

To resolve the cash problems, DOD asked the Congress for an appropriation to fund a 15-percent surcharge on sales to stock fund customers. As part of the request, DOD said that a surcharge of 15 percent of sales would provide the cash necessary to bring working capital up to needed levels. Our review disclosed, however, that the Office of the Secretary of Defense officials did not make a satisfactory analysis of requirements and could not adequately support the amount of the request. One aspect of this was the need to analyze the cash requirements of each of the five service stock funds which we found had different cash needs.

We recommended several improvements in DOD's cash management and among those was a recommendation to tailor stock fund cash balances to the requirements of individual stock funds.

DOD agreed with our recommendations and as a part of the budget guidance, gave the services detailed guidance for analyzing cash requirements. As a result, cash management was improved to the extent that at the end of fiscal year 1977 actual cash on hand was within 3 percent of the budgeted amount.

Improved Procedures Concerning Noncompetitive Procurement

Formal advertising and negotiation are the basic methods by which the Government procures supplies and services. By law, agencies should formally advertise for bids whenever possible. The Congress has historically required that Government purchases of goods and services be accomplished using full and free competition to the maximum extent practicable.

We examined contracts negotiated by five agencies and found that many noncompetitively negotiated procurements were unjustified. In a September 15, 1977, report we recommended that the Congress require all Federal agencies to provide annual statistics on supplies and services procured through noncompetitive contracts, information on actions taken to increase competitive procurements, and that the agencies prepare written justifications for all noncompetitive procurements over \$10,000.

In January 1978, the Office of Federal Procurement Policy indicated that the General Services Administration is to amend the Federal Procurement Regulation to include a requirement for approval at a level above the contracting officer prior to entering into noncompetitive procurements over \$10,000. It further stated that a Federal Procurement Data System, to be operational later in 1978, would provide timely procurement management data on a Government-wide basis, including the extent of competition.

We believe that the new regulations and statistics will help limit the use of noncompetitive procurements to the exceptional cases where it is appropriate.

Improvement of Joint United States/ Colombia Foot-and-Mouth Program

In an August 1977 letter report to the Secretary of Agriculture we furnished our observations and conclusions that the joint United States/Colombian foot-and-mouth disease (FMD) control and eradication program has not been effective. We recommended the development of an overall plan to eliminate the threat of FMD spreading northward via the Pan American Highway system.

Our review proved timely and appropriate since Department of Agriculture and State Department officials used our report to strengthen their position during negotiations with Colombian Government officials when specific steps were outlined to correct program deficiencies.

Improved Controls for Managing Research Equipment at Federal Labs

In a report to the Congress in December 1975 we recommended that the Administrator of the General Services Administration (GSA) issue guidance to agencies to ensure better laboratory and research equipment use. This guidance should require that each agency:

- Establish teams of top management and scientific personnel to make laboratory walk-throughs.
- Establish laboratory equipment pools or give the head of the agency written reasons why such pools are not needed.
- Prepare an annual report for the agency head on the use and effectiveness of the pooling of equipment.
- Make periodic independent reviews of walk-through practices and equipment pool operations, to determine their effectiveness.

On July 5, 1978, GSA amended its Federal Property Management Regulations to strengthen controls for use by agencies in managing research equipment in Federal laboratories. These controls are intended to further promote the use of already-owned equipment instead of the procurement of similar new equipment.

Use of Software Tools and Techniques to Improve the Performance of Computers

At Facilities Systems Office (FASCO), Port Hueneme, California, and the Marine Corps Automated Services Center, Camp Pendleton, California, we worked with personnel from these installations to improve the performance of two production application computer programs through the use of software tools and techniques. This resulted in freed computer resources and possible reduced production run costs associated with these programs.

**NUMBER OF AUDIT REPORTS ISSUED
DURING FISCAL YEAR 1978¹**

	Addressee				Total
	Congress ²	Committee ³	Member	Agency officials ⁴	
Agriculture.....	9	3	4	5	21
Automatic Data Processing	4	5	2	7	18
Commerce and Transportation.....	29	25	20	31	105
Community and Regional Development.....	6	8	7	13	34
Education, Manpower and Social Services	12	16	10	8	46
Financial Management and Information Systems.....	17	7	5	16	45
General Government	33	66	18	42	159
General Science, Space and Technology	6	7	5	2	20
Health.....	22	21	21	10	74
Impoundment Control Act of 1974.....	14	—	—	—	14
Income Security	17	13	12	18	60
International Affairs.....	24	9	3	8	44
Law Enforcement and Justice.....	16	19	4	3	42
National Defense	90	55	37	89	271
Natural Resources, Environment, and Energy.....	42	41	17	31	131
Nondiscrimination and Equal Opportunity Programs	1	5	—	3	9
Procurement Other Than Defense	1	6	—	2	9
Revenue Sharing and General Purpose Fiscal Assistance	5	4	2	1	12
Veterans Benefits and Services	1	13	—	8	22
Total	349	323	167	297	1,136

¹ A detailed list of these reports is contained in appendix 2. Substantially identical reports have been counted as one report.

² Reports submitted to the Congress are addressed to the President of the Senate and the Speaker of the House of Representatives. Copies are sent to the Director, Office of Management and Budget; the Senate and House Committees on Appropriations and Government Operations, the appropriate legislative committees in the Senate and the House, Members of Congress from the districts in which the activities reported on are located; others in the Congress,

as requested, the President of the United States, as appropriate; the agencies reported on; and others directly affected

³ Includes reports addressed to officers of the Congress.

⁴ Comprises reports addressed to heads of departments or agencies, to other officials at department or agency headquarters, to department or agency officials at regional or other local offices, or to commanding officers at military installations.

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978

AGRICULTURE**Congress**

Changing Character and Structure of American Agriculture: An Overview. *CED-78-178, 9-26-78*

Committees

The Summer Feeding Program for Children: Reforms Begun, Many More Urgently Needed. Department of Agriculture, Food and Nutrition Service (request of Chairman, Subcommittee on Nutrition, Senate Committee on Agriculture, Nutrition, and Forestry). *CED-78-90, 3-31-78*

No-Year Appropriations in the Department of Agriculture (request of Senator Thomas F. Eagleton, Chairman, Subcommittee on Agriculture and Related Agencies, Senate Committee on Appropriations). *PAD-78-74, 9-19-78*

Members

Issues Raised concerning the Report, "The National School Lunch Program: Is It Working?" Department of Agriculture and Department of Health, Education, and Welfare (request of Senator William V. Roth, Jr.). *PAD-78-43, 11-1-77*

How Good Are School Lunches? Department of Agriculture (request of Representative Frederick W. Richmond). *CED-78-22, 2-3-78*

Agency Officials

Opportunities to Reduce the Cost of Government Vehicle Operations. Departments of Agriculture and Defense, General Services Administration, and Office of Management and Budget. *LCD-77-215, 2-28-78*

Agricultural Research and Services**Congress**

A Better Way for the Department of Agriculture to Inspect Meat and Poultry Processing Plants. Food Safety and Quality Service. *CED-78-11, 12-9-77*

Linking the Americas: Progress and Problems of the Darien Gap Highway. Departments of State, Agriculture, and Transportation. *PSAD-78-65, 2-23-78*

Informing the Public about Nutrition: Federal Agencies Should Do Better. Department of Agriculture and Department of Health, Education, and Welfare. *CED-78-75, 3-22-78*

Department of Agriculture's Beef Grading: Accuracy and Uniformity Need to Be Improved. Department of Agriculture, Food Safety and Quality Service. *CED-78-141, 7-21-78*

Beef Marketing: Issues and Concerns. Departments of Agriculture and Justice, Federal Trade Commission, Department of Health, Education, and Welfare, and Commodity Futures Trading Commission. *CED-78-153, 9-26-78*

Members

The Statistical Reporting Service's Crop Reports Could Be of More Use to Farmers. Department of Agriculture and Bureau of the Census (request of Senator George McGovern). *GGD-78-29, 4-13-78*

Agency Officials

National Nutrition Issues. Department of Agriculture. *CED-78-7, 12-8-77*

Opportunities for Improving Internal Auditing in the Department of Agriculture. Office of Audit and Office of Inspector General. *CED-78-28, 2-9-78*

Need for a Comprehensive National Nutrition Surveillance System. Department of Health, Education, and Welfare and Department of Agriculture. *CED-78-144 through CED-78-145, 6-29-78*

Farm Income Stabilization**Congress**

The Federal Crop Insurance Program Can Be Made More Effective. Department of Agriculture, Federal Crop Insurance Corporation. *FOD-77-7, 12-13-77*

Audit of Commodity Credit Corporation for Fiscal Year 1977. Department of Agriculture. *CED-78-91, 4-14-78*

What Causes Food Prices to Rise? What Can Be Done about It? Departments of Agriculture and Transportation; Department of Labor, Bureau of Labor Statistics; and Interstate Commerce Commission. *CED-78-170, 9-8-78*

Committees

Compilation of Information concerning Federal Disaster Relief Programs. Agricultural Stabilization and Conservation Service, Commodity Credit Corporation, Federal Crop Insurance Corporation, and Federal Disaster Assistance Administration (request of Chairman, Senate Committee on Agriculture, Nutrition, and Forestry). *CED-78-13, 11-17-77*

Members

Analysis of the Effect of the Loophole on Refined Sugar in the Presidential Proclamation on the Domestic Industry and the Sugar Program. Department of Agriculture and Bureau of the Census (request of Representative Robert H. Michel). *CED-78-85, 3-14-78*

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978—Continued

AGRICULTURE—Continued**Farm Income Stabilization—Continued****Agency Officials**

Progress and Problems in Implementing the Grain Standards Act of 1976. Department of Agriculture, Federal Grain Inspection Service. *CED-78-73, 2-27-78*

AUTOMATIC DATA PROCESSING**Congress**

Accounting for Automatic Data Processing Costs Needs Improvement. Office of Management and Budget and General Services Administration. *FGMSD-78-14, 2-7-78*

The Federal Information Processing Standards Program: Many Potential Benefits, Little Progress, and Many Problems. Office of Management and Budget, General Services Administration, and Department of Commerce. *FGMSD-78-23, 4-19-78*

Developing State Automated Information Systems to Support Federal Assistance Programs: Problems and Opportunities. Departments of Transportation; Agriculture; Health, Education, and Welfare; and Labor. *FGMSD-78-31, 5-26-78*

New Ways of Preparing Data for Computers Could Save Money and Time and Reduce Errors. Department of Commerce. *FGMSD-78-39, 7-18-78*

Committees

Cooperative Actions Result in More Economical Computer Acquisition and Improved Security at the New Orleans Computer Center. Department of Agriculture and General Services Administration (request of Representative Jack Brooks, Chairman, House Committee on Government Operations). *LCD-77-118, 12-23-77*

By Making the Lawrence Berkeley Laboratory a Federal Computer Center the Department of Energy Can Save Millions While Serving Government Agencies. Department of Defense and General Services Administration (request of Representative Jack Brooks, Chairman, House Committee on Government Operations). *EMD-78-30, 2-2-78*

Farmers Home Administration Needs to Better Plan, Direct, Develop, and Control Its Computer-Based Unified Management Information System. Department of Agriculture (request of Representative Jamie L. Whitten, Chairman, Subcommittee on Agriculture and Related

Agencies, House Committee on Appropriations). *CED-78-68, 2-27-78*

Strong Centralized Management Needed in Computer-Based Information Systems. Department of Transportation, Federal Aviation Administration (request of Representative Jack Brooks, Chairman, House Committee on Government Operations). *LCD-78-105, 5-22-78*

Computer Mis-Use by Sigma Corporation—A NASA Contractor (request of Senator William Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *PSAD-78-148, 9-27-78*

Members

Review of Army's Efforts to Develop TACFIRE. Department of the Army (request of Senator William Proxmire). *LCD-78-116, 6-2-78*

VA's New Computer System Has Potential to Protect Privacy of Individuals Claiming Benefits (request of Representatives John E. Moss and Charles Rose). *HRD-78-135, 7-17-78*

Agency Officials

Deficiencies in HUD's Computer Tape Library. *CED, 11-30-77*

The Federal Software Exchange Program: A Small Step in Improving Program Sharing. National Technical Information Service. *FGMSD-78-11, 1-13-78*

Improvement Needed in Coast Guard's Computer-Based Pollution Incident Reporting System. Department of Transportation. *CED, 1-31-78*

Shifting the Government's Automatic Data Processing Requirements to the Private Sector: Further Study and Better Guidance Needed. Office of Federal Procurement Policy. *FGMSD-78-22, 4-11-78*

Inadequacies in Data Processing Planning in the Department of Commerce. Office of Management and Budget. *FGMSD-78-27, 5-1-78*

Audit of the Federal Deposit Insurance Corporation Financial Statements for the Year Ended December 31, 1977. *FOD-78-3, 6-8-78*

Inadequacies in Data Processing Planning in the Department of the Interior. *FGMSD-78-41, 6-23-78*

COMMERCE AND TRANSPORTATION**Congress**

Making Future Transportation Decisions: Intermodal Planning Needed. Department of Transportation. *CED-78-74, 3-16-78*

COMMERCE AND TRANSPORTATION—Continued**Air Transportation****Congress**

Improvements Are Needed in Managing Aircraft Used by Federal Civilian Agencies. Office of Management and Budget. *LCD-77-430, 12-22-77*

The Critical Role of Government in International Air Transport. Office of Management and Budget, Civil Aeronautics Board, and Departments of State, Justice, the Treasury, and Transportation. *ID-77-50, 3-17-78*

Stronger Federal Aviation Administration Requirements Needed to Identify and Reduce Alcohol Use among Civilian Pilots. Department of Transportation and National Transportation Safety Board. *CED-78-58, 3-20-78*

Airline Passengers: Are Their Consumer Rights Protected? Civil Aeronautics Board. *CED-78-143, 7-20-78*

Committees

Use of Helicopters in the Thirteenth Coast Guard District for Emergency Medical Services. Department of Transportation (request of Representative John J. McFall, Chairman, Subcommittee on Transportation, House Committee on Appropriations). *CED-78-54, 2-10-78*

A Look at the Prohibition on Using Commercial Travel Agents. Department of Defense (request of Representative Marty Russo, Chairman, Subcommittee on Special Small Business Problems, House Committee on Small Business). *LCD-78-219, 8-8-78*

Members

Review of Proposal for Establishing a Centralized Government Travel Agency. General Services Administration (request of Senator Edward Zorinsky). *LCD-78-209, 2-3-78*

Agency Officials

Federal Aviation Administration's Management of Air Traffic Controller Activities and Programs. *CED, 5-11-78*

Improvements Needed in FAA's Management of Air Traffic Controller Activities and Programs. Department of Transportation. *CED, 5-11-78*

Environmental Effects of Airport Development: Better Assessment Needed. Federal Aviation Administration. *CED-78-156, 8-22-78*

Ground Transportation**Congress**

Combined Truck/Rail Transportation Service: Action Needed to Enhance Effectiveness. Interstate Commerce Commission. *CED-78-3, 12-2-77*

Effectiveness of Vehicle Safety Inspections Neither Proven Nor Unproven. Department of Transportation, National Highway Traffic Safety Administration. *CED-78-18, 12-20-77*

Conrail's Attempts to Improve Its Use of Freight Cars. United States Railway Association. *CED-78-23, 1-24-78*

Is the Administrative Flexibility Originally Provided to the U.S. Railway Association Still Needed? *CED-78-19, 2-22-78*

New Interstate Truckers Should Be Granted Temporary Operating Authority More Readily. Interstate Commerce Commission. *CED-78-32, 2-24-78*

Obstacles to Billboard Removal. Department of Transportation, Federal Highway Administration. *CED-78-38, 3-27-78*

Should Amtrak Develop High-Speed Corridor Service outside the Northeast? Departments of Transportation and Commerce. *CED-78-67, 4-5-78*

Rail Crossing Safety: At What Price? Department of Transportation, Federal Highway Administration. *CED-78-83, 4-25-78*

Amtrak's Subsidy Needs Cannot Be Reduced without Reducing Service. Departments of Commerce, the Treasury, and Transportation (request of the Chairmen, Subcommittee on Transportation, House Committee on Appropriations, and Subcommittee on Transportation and Commerce, House Committee on Interstate and Foreign Commerce). *CED-78-86, 5-11-78*

Issues in Regulating Interstate Motor Carriers. Interstate Commerce Commission. *CED-78-106, 6-20-78*

ICC's Expansion of Unregulated Motor Carrier Commercial Zones Has Had Little or No Effect on Carriers and Shippers. *CED-78-124, 6-26-78*

Unwarranted Delays by the Department of Transportation to Improve Light Truck Safety. National Highway Traffic Safety Administration. *CED-78-119, 7-6-78*

The Alaska Railroad: Its Management Is Being Improved, Its Future Needs to Be Decided. Department of Transportation, Federal Railroad Administration. *CED-78-137, 7-27-78*

Committees

Hindrances to Coordinating Transportation of People

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978—Continued

COMMERCE AND TRANSPORTATION—Continued**Ground Transportation—Continued**

Participating in Federally Funded Grant Programs: Volumes I and II. Department of Health, Education, and Welfare; Department of Housing and Urban Development; Departments of the Interior, Justice, Labor, and Transportation; Interstate Commerce Commission; Office of Management and Budget; ACTION; Community Services Administration; Small Business Administration; Veterans Administration; and Appalachian Regional Commission (request of Senators Jennings Randolph and Howard H. Baker, Chairman and (then) Ranking Minority Member, Senate Committee on Environment and Public Works). *CED-77-119, 10-17-77*

U.S. Railway Association's Subsidy for Its Executive Dining Room and Its Award of Two Contracts (request of Senator Charles H. Percy, Permanent Subcommittee on Investigations, Senate Committee on Governmental Affairs). *CED-78-2, 11-7-77*

An Analysis of Amtrak's Five Year Plan. Department of Transportation, Interstate Commerce Commission, and National Railroad Passenger Corporation. *PAD-78-51, 3-6-78*

Commuter Railroad Safety Activities on Conrail's Lines in New York Should Be Improved. Department of Transportation, Federal Railroad Administration (request of Representative Fred B. Rooney, Chairman, Subcommittee on Transportation and Commerce, House Committee on Interstate and Foreign Commerce). *CED-78-80, 3-15-78*

Conrail's Profitability: Framework for Analysis. Department of Transportation, Interstate Commerce Commission, and United States Railway Association. *PAD-78-52, 4-10-78*

How Long Does It Take Conrail to Process Protected Employees' Claims under the 1973 Regional Rail Reorganization Act? Department of Transportation (request of Representative John L. Burton, Chairman, Subcommittee on Government Activities and Transportation, House Committee on Government Operations). *CED-78-138, 7-31-78*

Members

Information on Claim for Compensation Due Military Member for Moving His Own Household Goods. Department of the Navy (request of Senator Mark C.

Hatfield). *LCD-77-239, 10-11-77*

Interstate 5 and the Peripheral Canal in San Joaquin and Sacramento Counties, California. Department of Transportation, Federal Highway Administration (request of Representative George Miller). *CED-78-65, 3-10-78*

Information on Questions Asked about Conrail's Service in the Scranton, Pennsylvania, Area. Interstate Commerce Commission (request of Senator H. John Heinz, III). *CED-78-82, 4-4-78*

Proposed Funding Levels for the Special Bridge Replacement Program. Department of Transportation, Federal Highway Administration (request of Representative Doug Walgren). *CED-78-139, 6-23-78*

Uncertainties Surrounding Cost Estimates and Other Construction of Chicago's Crosstown Expressway. Department of Transportation, Federal Highway Administration (request of Representative Abner J. Mikva). *CED-78-135, 6-30-78*

Merits of Using Privately Owned Vehicles Instead of Leased Vehicles. General Services Administration and Department of Housing and Urban Development (request of Representative Larry Pressler). *LCD-78-238, 7-26-78*

Agency Officials

Federal Interests Should Receive More Consideration under the Forest Highway Program. Federal Highway Administration and Forest Service. *CED-77-130, 10-13-77*

Changes Needed in Procedures for Setting Freight-Car Rental Rates. Interstate Commerce Commission. *CED-77-138, 11-11-77*

Highway Construction Zone Safety: Not Yet Achieved. Federal Highway Administration. *CED-78-10, 12-23-77*
Need to Establish an Active Public Education Program to Address the Drinking-Driver Problem. Department of Transportation. *CED, 3-1-78*

Observations concerning the Interagency Motor Pool in Honolulu, Hawaii. General Services Administration. *ID, 4-18-78*

General Services Administration Car Rental Contract Program. *LCD, 4-24-78*

The Need for Developing Transit Performance Evaluations of Efficiency and Effectiveness. Urban Mass Transportation Administration. *CED-78-100, 4-25-78*
Need to Improve Management of Vehicles in Foreign Posts. Department of State. *ID, 5-25-78*

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978—Continued

COMMERCE AND TRANSPORTATION—Continued**Ground Transportation—Continued**

The National Driver Register: A Valuable Licensing Tool That Needs to Be Improved. National Highway Traffic Safety Administration. *CED-78-129, 6-15-78*

Responsibilities to Audit Freight Charges on Payments Made in Connection with Commercial Bill of Lading Shipments. Department of Defense and General Services Administration. *LCD-78-236, 6-20-78*

Need for More Federal Leadership in Administering Nonurbanized Area Public Transit Activities. Urban Mass Transportation Administration. *CED-78-134, 7-3-78*

Federal Share of WMATA's Bond Interest Costs Is Too Large. Department of Transportation. *CED-78-161, 9-1-78*

Efficiency and Effectiveness of General Services Administration Motor Pools *FOD, 9-5-78*

Mortgage Credit and Thrift Insurance**Congress**

Examination of Financial Statements of the Federal Home Loan Banking System: A Favorable Opinion but Some Management Problems. Federal Home Loan Bank Board, Federal Savings and Loan Insurance Corporation, and Federal Home Loan Mortgage Corporation. *FOD-77-15, 10-25-77*

Condominium Homeownership Opportunities Could Be Increased. Department of Housing and Urban Development and Veterans Administration. *CED-78-71, 3-21-78*

HUD Needs to Better Assess Financial Soundness of Multifamily Residential Projects Before Insuring Them. *CED-78-70, 3-29-78*

Examination of the Financial Statements of FHA Insurance Operations for the 15-Month Period Ended September 30, 1976. Department of Housing and Urban Development. *CED-78-95, 4-28-78*

Why Are New House Prices So High, How Are They Influenced by Government Regulations, and Can Prices Be Reduced? Department of Housing and Urban Development. *CED-78-101, 5-11-78*

Committees

Termination of Mortgage Insurance Premium Payments on Department of Defense-Owned Housing. *CED-78-146 through CED-78-147, 8-3-78*

Members

Construction Problems at the HUD-Insured Naugatuck Apartments Housing Project (request of Representative Ronald A Sarasin). *CED-78-40, 1-31-78*

Agency Officials

Collection of Credit Report Fees by the Farmers Home Administration. *CED-77-134, 10-7-77*

Construction Problems at HUD-Insured Housing Projects. *CED-78-39, 2-14-78*

Review of the Financial Statements of the Federal Housing Administration, Fiscal Year 1977. Department of Housing and Urban Development. *CED, 5-16-78*

Examination of Financial Statements of the Government National Mortgage Association for Fiscal Year 1977. *CED, 7-21-78*

Other Advancement and Regulation of Commerce**Congress**

The Office of Minority Business Enterprise Could Do More to Start and Maintain Minority Businesses. *CED-77-136, 11-10-77*

Antirecession Assistance: An Evaluation. Office of Management and Budget, Congressional Budget Office, and Council of Economic Advisers. *PAD-78-20, 11-29-77*

Regulation of the Commodity Futures Markets: What Needs to Be Done. Commodity Futures Trading Commission. *CED-78-110, 5-17-78*

Committees

Review of Certain Costs Associated with Pretests for the 1980 Census. Bureau of the Census (request of Representative William Lehman, Chairman, Subcommittee on Census and Population, House Committee on Post Office and Civil Service). *GGD-78-2, 10-11-77*

Ways to Increase the Number, Type, and Timeliness of 8(a) Procurement Contracts. Small Business Administration (request of Senator Gaylord Nelson, Chairman, Senate Select Committee on Small Business). *CED-78-48, 2-1-78*

The Small Business Investment Company Program: Who Does It Benefit? Is Continued Federal Participation Warranted? Small Business Administration (request of Representative Richard Bolling, Chairman, Joint Economic Committee). *CED-78-45, 3-3-78*

Federal Regulatory Policies. Food and Drug Administration and Departments of Energy and Transportation (Request of Senator Abraham Ribicoff, Chairman,

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978—Continued

COMMERCE AND TRANSPORTATION—Continued**Other Advancement and Regulation of Commerce—Continued**

Senate Committee on Governmental Affairs).

PAD-78-68, 3-29-78

Greater Coordination and a More Effective Policy Needed for International Telecommunications Facilities. Departments of Commerce and State and Federal Communications Commission (request of Representative Lionel Van Deerlin, Chairman, Subcommittee on Communications, House Committee on Interstate and Foreign Commerce). *CEd-78-87, 3-31-78*

Should Lenders Assume More Responsibility in the Small Business Administration 7(a) Loan Program? (request of Senator Gaylord Nelson, Chairman, Senate Select Committee on Small Business).

CEd-78-88, 4-4-78

Review of Certain Costs Associated with Pretests for the 1980 Census. Department of Commerce, Bureau of the Census (request of Representative William Lehman, Chairman, Subcommittee on Census and Population, House Committee on Post Office and Civil Service). *GGD-78-53, 5-23-78*

What Is a Small Business? The Small Business Administration Needs to Reexamine Its Answer (request of Senator Gaylord Nelson, Chairman, Senate Select Committee on Small Business). *CEd-78-149, 8-9-78*

Indicators of the Effectiveness of the Antidumping Act of 1921. Department of the Treasury (request of Representative Al Ullman, Chairman, House Committee on Ways and Means). *GGD-78-109, 9-5-78*

Information Obtained by the Department of the Treasury about Foreign Portfolio Investment in the United States. Department of Commerce and Federal Reserve System (request of Representative Benjamin S. Rosenthal, Chairman, Subcommittee on Commerce, Consumer and Monetary Affairs, House Committee on Government Operations). *GGD-78-114, 9-20-78*

Members

Review of Selected Office of Minority Business Enterprise Activities. Small Business Administration (request of Senator Charles H. Percy). *CEd-78-51, 2-16-78*

The Treasury Department's Administration of the Antidumping Act of 1921. Department of the Treasury, United States Customs Service (request of Senator Birch Bayh). *GGD-78-60, 4-14-78*

United States Travel Service Contracting Procedures (request of Senator Robert P. Griffin). *CEd-78-164, 8-24-78*

Agency Officials

The Need to Evaluate the Benefits and Costs of a Proposed Trademark Treaty and Implementing Legislation. Patent and Trademark Office. *CEd-77-133, 10-7-77*

Effectiveness of Federal Effort Providing Management Services and Technical Assistance to Small Business Concerns. Small Business Administration. *CEd-78-64, 3-15-78*

Need for Further Minority Enterprise Development. Small Business Administration, Office of Minority Business Enterprise, and Interagency Council for Minority Enterprise. *CEd, 3-28-78*

The Role of Field Operations in the Federal Communications Commission's Regulatory Structure. *CEd-78-151, 8-18-78*

The Federal Trade Commission's Injunctive Authority. *HRD-78-161, 8-24-78*

Other Transportation**Members**

Department of Transportation's Decision to Contract Out Travel Office Functions (request of Senator Charles McC. Mathias. *LCD-78-217, 2-27-78*

Agency Officials

Pipeline Safety: Need for a Stronger Federal Effort. Department of Transportation, Office of Pipeline Safety

Postal Service**Committees**

Investigation into Proposed Construction of a Postal Facility in Garden City, New York. Postal Service (request of Representative Robert N. C. Nix, Chairman, Subcommittee on Investigations, House Committee on Post Office and Civil Service). *GGD-77-89, 10-18-77*

Mail Processing Productivity Measurement Is Inadequate. Postal Service (request of Representative Charles H. Wilson, Chairman, Subcommittee on Postal Personnel and Modernization, House Committee on Post Office and Civil Service). *GGD-77-83, 10-27-77*

Grim Outlook for the United States Postal Service's National Bulk Mail System (request of Representative Charles H. Wilson, Chairman, Subcommittee on Postal Personnel and Modernization, House Committee on Post Office and Civil Service). *GGD-78-59, 5-16-78*

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978—Continued

COMMERCE AND TRANSPORTATION—Continued**Postal Service—Continued****Members**

The Status of Urban Post Offices in the Nation's Five Largest Cities. Postal Service (request of Senator Charles H. Percy). *GGD-78-7, 10-21-77*

Review of the Postal Service's Consolidation of Mail Processing Operations in the Berkeley and Oakland, California, Post Offices (request of Representative Ronald V. Dellums). *GGD-78-18, 11-28-77*

Recent Postal Service Mail Processing Changes in Eastern Connecticut (request of Representative Christopher J. Dodd). *GGD-78-34, 12-22-77*

Review of the Quality of Mail Service in Missouri. Postal Service (request of Senator John C. Danforth). *GGD-78-80, 6-15-78*

Transfer of Mail Processing Functions from Ogden to Salt Lake City, Utah. Postal Service (request of Representative Gunn McKay). *GGD-78-81, 6-23-78*

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Solar Demonstrations on Federal Residences: Better Planning and Management Control Needed. Department of Defense and Energy Research and Development Administration. *EMD-78-40, 4-14-78*

Need for Improvements in the Evaluation System for Unsolicited Nuclear Fusion Research Proposals. Department of Energy, Office of Fusion Energy. *EMD-78-63, 4-26-78*

Department of Energy's Development of Contingency Plans for Dealing with Energy Supply Interruptions. *EMD-78-59, 4-27-78*

Benefits Derived from the Outer Continental Shelf Environmental Studies Program Are Questionable. Bureau of Land Management and National Oceanic and Atmospheric Administration. *CED-78-93, 6-1-78*

Status of the Tokamak Fusion Test Reactor Project. Department of Energy. *PSAD-78-129, 7-10-78*

Major Unresolved Issues Preventing a Timely Resolution to Radioactive Waste Disposal. Department of Energy and Nuclear Regulatory Commission. *EMD-78-94, 7-13-78*

The Department of Energy's Development of a 10-Year Plan for Energy Conservation in Federal Buildings. Federal Energy Administration. *EMD-78-89, 7-20-78*

Improvements Needed in the Department of Energy's Efforts to Develop a Financial Reporting System. *EMD-78-95, 7-31-78*

Need for Greater Regulatory Oversight of Commercial Low-Level Radioactive Waste. Department of Energy. *EMD-78-101, 8-16-78*

Other Natural Resources**Congress**

Special Pesticide Registration by the Environmental Protection Agency Should Be Improved. *CED-78-9, 1-9-78*

Management of Federal Materials Research Should Be Improved. Office of Management and Budget; Office of

**NATURAL RESOURCES, ENVIRONMENT,
AND ENERGY—Continued**

Other Natural Resources—Continued

Science and Technology Policy; and Smithsonian Institution, Smithsonian Science Information Exchange. *EMD-78-41, 7-14-78*

The Department of the Interior's Computerized Resources Information Bank. Council on Environmental Quality, Geological Survey, and Office of Science and Technology Policy. *EMD-78-17, 7-17-78*

The Department of the Interior's Minerals Availability System. Council on Environmental Quality and Office of Science and Technology Policy. *EMD-78-16, 7-17-78*

Committees

Quality of Weather Forecasts and Opportunity for Improvements. Department of Commerce, National Weather Service (request of Representative Louis Stokes, Chairman, Task Force on Community and Physical Resources, House Committee on Budget). *CEd-78-33, 1-24-78*

The Congress Should Clearly Define the National Weather Service's Role to Provide Specialized Weather Services. Department of Commerce, National Oceanic and Atmospheric Administration, and Departments of Transportation and Agriculture (request of Representative Olin E. Teague, Chairman, House Committee on Science and Technology). *CEd-78-77, 3-29-78*

Agency Officials

The Strategic and Critical Materials Stockpile Will Be Deficient for Many Years. General Services Administration, Federal Supply Service, Federal Preparedness Agency, and National Security Council. *EMD-78-82, 7-27-78*

Pollution Control and Abatement

Congress

Potential Effects of a National Mandatory Deposit on Beverage Containers. Environmental Protection Agency. Department of Energy, and Council on Environmental Quality. *PAD-78-19, 12-7-77*

National Water Quality Goals Cannot Be Attained without More Attention to Pollution from Diffused or "Nonpoint" Sources. Environmental Protection Agency. *CEd-78-6, 12-20-77*

The Environmental Protection Agency Needs Congressional Guidance and Support to Guard the Public in a Period of Radiation Proliferation. *CEd-78-27, 1-20-78*

Secondary Treatment of Municipal Wastewater in the St. Louis Area: Minimal Impact Expected. Environmental Protection Agency. *CEd-78-76, 5-12-78*

Metropolitan Chicago's Combined Water Cleanup and Flood Control Program: Status and Problems. Environmental Protection Agency, Department of the Army, Office of Management and Budget, and Department of Housing and Urban Development. *PSAD-78-94, 5-24-78*

Waste Disposal Practices: A Threat to Health and the Nation's Water Supply. Environmental Protection Agency. *CEd-78-120, 6-16-78*

Congressional Guidance Needed on the Environmental Protection Agency's Responsibilities for Preparing Environmental Impact Statements. Council on Environmental Quality. *CEd-78-104, 9-13-78*

Sewage Sludge: How Do We Cope with It? *CEd-78-152, 9-25-78*

Committees

Progress Made by Federal Agencies in Implementing the Noise Control Act of 1972. Department of Transportation, Federal Aviation Administration, and Environmental Protection Agency (request of Representative Fred B. Rooney, Chairman, Subcommittee on Transportation and Commerce, House Committee on Interstate and Foreign Commerce). *CEd-78-5, 11-7-77*

Concorde Monitoring and Noise Regulation. Environmental Protection Agency; Department of Transportation, Federal Aviation Administration; and National Academy of Sciences (request of Representative Leo J. Ryan, Chairman, Subcommittee on Environment, Energy, and Natural Resources, House Committee on Government Operations). *CEd-78-52, 1-31-78*

Environmental Protection Agency's Implementation of Consultant's Study Report Recommendations on Demonstrations of New Wastewater Treatment Technologies (request of Representative George E. Brown, Jr., Chairman, Subcommittee on Environment and the Atmosphere, House Committee on Science and Technology). *CEd-78-69, 3-7-78*

Questions Continue as to Prices in Contracting for Architectural-Engineering Services under the Environmental Protection Agency Construction Grants Program (request of former Chairman, Subcommittee on Investigations and Review, House Committee on Public Works and Transportation). *CEd-78-94, 6-6-78*

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978—Continued

**NATURAL RESOURCES, ENVIRONMENT,
AND ENERGY—Continued****Pollution Control and Abatement—Continued****Members**

Efforts by the Environmental Protection Agency to Protect the Public from Environmental Nonionizing Radiation Exposures (request of Representative Elizabeth Holtzman). *CED-78-79, 3-29-78*

EPA Pesticide Research Contract for Determining Pesticide Residues in Fetal Tissue (request of Representative Harold L. Volkmer). *CED-78-112, 5-9-78*

Use of Agent Orange in Vietnam. Environmental Protection Agency, Department of Defense, and National Academy of Sciences (request of Representative Ralph H. Metcalfe). *CED-78-158, 8-16-78*

Agency Officials

Need for Office of Audit to Review Internal Controls of the Transportation Computer Center and Pollution Incident Reporting System. Coast Guard. *CED, 1-31-78*

Environmental Protection Agency's Construction Grant Program: Stronger Financial Controls Needed. *CED-78-24, 4-3-78*

EPA's Implementation of the Industrial Cost Recovery Provisions of P.L. 92-500. *CED-78-102, 4-11-78*

Need to Notify Foreign Nations of U.S. Pesticide Suspension and Cancellation Actions. Department of State and Environmental Protection Agency. *CED-78-103, 4-20-78*

Serious Problems with EPA's Pesticide Reference Standards Program. Food and Drug Administration. *CED-78-109, 4-26-78*

Recreational Resources**Congress**

The John F. Kennedy Center for the Performing Arts Is Financially Troubled. Department of the Treasury and National Park Service. *GGD-78-15, 12-20-77*

Federal Protection and Preservation of Wild and Scenic Rivers Is Slow and Costly. Department of the Interior and Department of Agriculture, Forest Service. *CED-78-96, 5-22-78*

Water Resources and Power**Congress**

The Tennessee Valley Authority's Tellico Dam Project—Costs, Alternatives, and Benefits (request of Representative John M. Murphy, Chairman, House Com-

mittee on Merchant Marine and Fisheries, and Representatives Robert L. Leggett and Edwin B. Forsythe, Chairman and Ranking Minority Member, Subcommittee on Fisheries, Wildlife Conservation and the Environment, House Committee on Merchant Marine and Fisheries). *EMD-77-58, 10-14-77*

Palmetto Bend Dam and Reservoir: Need for Improved Analysis of Alternatives and Cost Data. Department of the Interior, Bureau of Reclamation. *PSAD-78-43, 12-16-77*

Alaska Power Administration: Financial Management and Program Operations. Departments of the Army and Energy. *EMD-78-1, 12-20-77*

An Overview of Benefit-Cost Analysis for Water Resources Projects: Improvements Still Needed. Departments of the Interior, the Army, and Agriculture and Water Resources Council. *CED-78-127, 8-7-78*

Committees

California Drought of 1976 and 1977—Extent, Damage, and Governmental Response. Departments of the Interior, Agriculture, and Commerce (request of Chairman, Subcommittee on Environment, Energy, and Natural Resources, House Committee on Government Operations). *CED-77-137, 10-19-77*

Analysis of the Process of Authorizing Water Resources Projects. Department of the Interior, Bureau of Reclamation; Department of the Army; and Water Resources Council (request of Senators Edmund S. Muskie and Henry Bellmon, Chairman and Ranking Minority Member, Senate Committee on Budget). *CED-78-41, 1-30-78*

Improved Formulations and Presentation of Water Resources Project Alternatives Provide a Basis for Better Management Decisions. Department of the Interior, Bureau of Reclamation, and Department of the Army (request of Senators Edmund S. Muskie and Henry Bellmon, Chairman and Ranking Minority Member, Senate Committee on Budget). *CED-78-42, 2-1-78*

Priorities and Materials Allocations under Defense Production Act. General Services Administration and Departments of Commerce and Energy (request of Representatives Charles J. Carney, John Buchanan, Adam Benjamin, Jr., and Joseph M. Gaydos, Congressional Steel Caucus, and Representative Morgan F. Murphy). *ID-78-39, 4-24-78*

Better Analysis of Uncertainty Needed for Water Resource Projects. Department of the Army (request of

NATURAL RESOURCES, ENVIRONMENT, AND ENERGY—Continued

Water Resources and Power—Continued

Senator Edmund S. Muskie, Chairman, Senate Committee on Budget). *PAD-78-67, 6-2-78*

Improved Project Authorizations and Agency Practices Can Increase Congressional Control of Water Resources Projects. Department of the Interior, Bureau of Reclamation, and Department of the Army (request of Senators Edmund S. Muskie and Henry Bellmon, Chairman and Ranking Minority Member, Senate Committee on Budget). *CED-78-123, 7-11-78*

Corps of Engineers Flood Control Projects Could Be Completed Faster through Legislative and Managerial Changes. Department of the Army (request of Representative William H. Harsha, Ranking Minority Member, House Committee on Public Works and Transportation, and Representative Matthew J. Rinaldo). *CED-78-179, 9-22-78*

Members

Rationale for Power Rates Charged by the Central Valley Project to Pacific Gas and Electric Company. Department of the Interior, Bureau of Reclamation, and Department of Energy (request of Representatives John E. Moss, Harold T. Johnson, John J. McFall, Robert L. Leggett, Don Edwards, Norman Y. Mineta, and Paul N. McCloskey, Jr.). *EMD-78-18, 11-21-77*

Federal Efforts in Forecasting Snow Depth and Run-off Information. Department of the Interior, Bureau of Reclamation; Department of Commerce, National Weather Service; Department of Agriculture, Soil Conservation Service; and Department of the Army (request of Senators Frank Church and James A. McClure). *CED-78-43, 1-27-78*

Agency Officials

Improvements Needed by the Water Resources Council and River Basin Commissions to Achieve the Objectives of the Water Resources Planning Act of 1965.

CED-78-1, 10-31-77

Improvements Needed in the Corps of Engineers' Regulatory Program for Protecting the Nation's Waters. Department of the Army. *CED-78-17, 12-23-77*

Management Plan Needed for the Nation's Saline Water Conversion Program. Department of the Interior. *CED, 5-12-78*

NONDISCRIMINATION AND EQUAL OPPORTUNITY PROGRAMS

Congress

A Compilation of Federal Laws and Executive Orders for Nondiscrimination and Equal Opportunity Programs. Executive Office of the President. *HRD-78-138, 8-2-78*

Committees

The Immigration and Naturalization Service's Affirmative Action Program Could Be Improved. Department of Justice and Civil Service Commission (request of Representative Don Edwards, Chairman, Subcommittee on Civil and Constitutional Rights, House Committee on the Judiciary). *FPCD-78-18, 3-28-78*

Major Federal Equal Employment Opportunity Programs for the Private Sector Should Be Consolidated. Department of Labor and Equal Employment Opportunity Commission (request of Representative Augustus F. Hawkins, Chairman, Subcommittee on Employment Opportunities, House Committee on Education and Labor). *HRD-78-72, 6-9-78*

The Affirmative Action Programs in Three Bureaus of the Department of Justice Should Be Improved. Civil Service Commission and Law Enforcement Assistance Administration (request of Representative Don Edwards, Chairman, Subcommittee on Civil and Constitutional Rights, House Committee on the Judiciary). *FPCD-78-53, 7-5-78*

Federal Employment of Handicapped People. Department of State, Civil Service Commission, General Services Administration, and Equal Employment Opportunity Commission (request of Representative Olin E. Teague, Chairman, House Committee on Science and Technology). *FPCD-78-40, 7-6-78*

The Federal Bureau of Investigation Needs Better Representation of Women and Minorities. Department of Justice and Civil Service Commission (request of Representative Don Edwards, Chairman, Subcommittee on Civil and Constitutional Rights, House Committee on the Judiciary). *FPCD-78-58, 7-10-78*

Agency Officials

Equal Employment Opportunity Program at the U.S. Marshals Service (request of Representative Don Edwards, Chairman, Subcommittee on Civil and Constitutional Rights, House Committee on the Judiciary).

FPCD-78-24, 3-6-78

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**NONDISCRIMINATION AND
EQUAL OPPORTUNITY PROGRAMS—Continued**

Minority Motor Carriers Can Be Given More Opportunity to Participate in Defense Transportation. Department of Defense. *LCD-78-213, 6-6-78*

Equal Employment Opportunity Contractor Compliance Activities. Department of Labor, Office of Federal Contract Compliance Programs. *HRD-78-167, 9-14-78*

PROCUREMENT OTHER THAN DEFENSE**Congress**

Government Specifications for Commercial Products: Necessary or a Wasted Effort? Department of Defense; General Services Administration, Federal Supply Service; Commission on Government Procurement; and Office of Management and Budget, Office of Federal Procurement Policy. *PSAD-77-171, 11-3-77*

Committees

Review of the Test of Mandatory Subcontracting to Small Business. Departments of Defense, the Interior, and Energy; Department of Health, Education, and Welfare; General Services Administration; and National Aeronautics and Space Administration (request of Representative Joseph P. Addabbo, Chairman, Subcommittee on Minority Enterprise and General Oversight, House Committee on Small Business, and Senator Lawton Chiles, Chairman, Subcommittee on Federal Spending Practices and Open Government, Senate Committee on Governmental Affairs). *PSAD-78-107 through PSAD-78-108, 5-19-78*

GSA's Procurement of Household Goods Containers (request of Senator Lawton Chiles, Chairman, Subcommittee on Federal Spending Practices and Open Government, Senate Committee on Governmental Affairs). *PSAD-78-132, 8-1-78*

Department of Energy's Procurement Practices as They Affect Small Business. Energy Research and Development Administration (request of Representative Alvin Baldus, Chairman, Subcommittee on Energy, Environment, Safety, and Research, House Committee on Small Business, and others). *EMD-78-103, 8-10-78*

Opportunities for Improvements in Local Government Procurement: Part I and Part 2. *PSAD-78-95, 8-78*

Preference for Domestic Products and Materials in Government Procurement (request of Senator Abraham

Ribicoff, Chairman, Senate Committee on Governmental Affairs). *PSAD-78-144, 9-15-78*

Preference for Domestic Products and Materials in Government Procurement (request of Representative Jack Brooks, Chairman, House Committee on Government Operations). *PSAD-78-145, 9-19-78*

Agency Officials

Pricing of a Fixed-Price Incentive Contract Awarded to RCA Corporation by the Goddard Space Flight Center. National Aeronautics and Space Administration. *PSAD-78-49, 12-9-77*

Adequacy of Regulations Governing the Negotiation of Noncompetitive Contracts over \$100,000 Based on Catalog or Market Prices. Departments of the Interior, Commerce, and Transportation; Department of Health, Education, and Welfare; Veterans Administration; and General Services Administration.

PSAD-78-51, 12-12-77

**REVENUE SHARING AND
GENERAL PURPOSE FISCAL ASSISTANCE****Congress**

Changing Patterns of Federal Aid to State and Local Governments, 1969-75. *PAD-78-15, 12-20-77*

General Revenue Sharing**Members**

Review of the Bureau of the Census Methodology to Develop Per Capita Income Estimates. Departments of the Treasury and Commerce (request of Representative Virginia Smith). *GGD-78-55, 3-30-78*

Other General Purpose Fiscal Assistance**Congress**

Impact of Antirecession Assistance on 15 State Governments. Department of the Treasury. *GGD-77-69, 2-22-78*

Impact of Antirecession Assistance on 16 County Governments. Department of the Treasury. *GGD-77-60, 2-22-78*

Impact of Antirecession Assistance on 21 City Governments. Department of the Treasury. *GGD-77-70, 2-22-78*

Impact of Antirecession Assistance on 52 Governments: An Update. Department of the Treasury (request of L. H. Fountain, Chairman, Subcommittee on Intergovern-

REVENUE SHARING AND GENERAL PURPOSE FISCAL ASSISTANCE-Continued

Other General Purpose Fiscal Assistance-Continued

mental Relations and Human Resources, House Committee on Government Operations). *GGD-78-56, 5-1-78*

Committees

Analysis of Operating Expenses in New York City's Fiscal Year 1978 Capital Budget. Department of the Treasury (request of Representative William S. Moorhead, Chairman, Subcommittee on Economic Stabilization, House Committee on Banking, Finance and Urban Affairs). *GGD-78-13, 11-15-77*

Impact of Antirecession Assistance on Governments Receiving Quarterly Payments of Less Than \$2,000. Department of the Treasury (request of Representative L. H. Fountain, Chairman, Subcommittee on Intergovernmental Relations and Human Resources, House Committee on Government Operations). *GGD-78-30, 2-22-78*

Analysis of the University of the District of Columbia's Consolidated Master Plan Development. District of Columbia Government (request of Senator Patrick J. Leahy, Chairman, Subcommittee on District of Columbia, Senate Committee on Appropriations). *GGD-78-77, 5-15-78*

Analysis of the Consolidated Master Plan for the University of the District of Columbia (request of Senator Patrick J. Leahy, Chairman, Subcommittee on District of Columbia, Senate Committee on Appropriations). *GGD-78-115, 9-20-78*

Members

Review of Impact of Corps of Engineers Owned Land in McCormick County, South Carolina. Department of the Army (request of Senator Strom Thurmond). *GGD-78-41, 1-27-78*

Agency Officials

Administration of the Department of Human Resources' Supplemental Food Program. District of Columbia Government. *GGD, 8-3-78*

VETERANS BENEFITS AND SERVICES

Hospital and Medical Care for Veterans

Congress

Better Services at Reduced Costs through an Improved "Personal Care" Program Recommended for Veterans. Veterans Administration. *HRD-78-107, 6-6-78*

Committees

Review of the VA Internal Audit Service Report on the Midwest Organ Bank (request of Representative Ray Roberts, Chairman, House Committee on Veterans' Affairs). *HRD-78-30, 1-17-78*

Review of Allegations of Mismanagement at the North Chicago VA Hospital (request of Senator William Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *HRD-78-43, 1-31-78*

Analyses of Unexpended Balances in the Veterans Administration's Construction, Major Projects Appropriation Account (request of Chairman, Budget Process Task Force, House Committee on the Budget). *HRD-78-77, 3-6-78*

Survey of VA's Priority for Construction of New and Replacement Hospitals (request of Senator William Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *HRD-78-76, 3-15-78*

Health Care Needs of Veterans in Puerto Rico and the Virgin Islands Should Be Assessed. Veterans Administration (request of Senator Alan Cranston, Chairman Senate Committee on Veterans' Affairs). *HRD-78-84, 3-30-78*

Inappropriate Number of Acute Care Beds Planned by VA for New Hospitals (request of Senator William Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *HRD-78-102, 5-17-78*

Inappropriate Number of Hospital Beds Planned by Veterans Administration for Chicago Area (request of Senator William Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *HRD-78-127, 6-12-78*

Role and Use of Optometry in the Veterans Administration Need Improvement (request of Senator William Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *HRD-78-129, 6-21-78*

Financial Audit of Veterans Administration Contract with National Academy of Sciences (request of Representative David E. Satterfield, III, Chairman, Subcommittee on Medical Facilities and Benefits, House Committee on Veterans' Affairs). *HRD-78-137, 7-14-78*

Review of VA's Proposed Hospital Bed and Staff Reductions for Fiscal Year 1979 (request of Senator William

AUDIT REPORTS ISSUED DURING FISCAL YEAR 1978-Continued

VETERANS BENEFITS AND SERVICES-Continued
Hospital and Medical Care for Veterans-Continued

Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *HRD-78-134, 7-18-78*

Agency Officials

Followup on VA's Use of Psychotherapeutic Drugs. *HRD, 4-4-78*

Review of the Efficiency of Veterans Administration Surgery Services. *HRD-78-85, 4-4-78*

Survey of Selected Veterans Administration Fee-Basis Programs. *HRD-78-108, 6-6-78*

Electron Microscopy in Veterans Administration Hospitals: Planning, Distribution, and Control Need Improvement. *HRD-78-75, 7-19-78*

Income Security for Veterans
Committees

Unexpended Obligational Authority in Four Accounts. Veterans Administration, Environmental Protection Agency, Department of Transportation, and Department of Housing and Urban Development (request of Representative Butler Derrick, Chairman, Budget Process Task Force, House Committee on Budget). *PAD-78-60, 3-9-78*

Other Veterans Benefits and Services
Agency Officials

Examination of Financial Statements of Disabled American Veterans, National Headquarters, and Life Membership Fund for Year Ended December 31, 1976, and the Service Foundation for the 16-Month Period Ending December 31, 1976. *FOD-77-16, 11-16-77*

Efforts Needed to Increase Competition for Elevator Maintenance Services in the Veterans Administration. *PSAD-78-41, 11-22-77*

Veterans Education, Training, and Rehabilitation
Committees

Further Actions Needed to Resolve VA's Education Assistance Overpayment Problem (request of Senator William Proxmire, Chairman, Subcommittee on HUD-Independent Agencies, Senate Committee on Appropriations). *HRD-78-45, 2-17-78*

Improvements Needed in VA's Education Loan Program (request of Representative Ray Roberts, Chairman, House Committee on Veterans' Affairs). *HRD-78-112, 5-11-78*

Agency Officials

Financial Controls Exercised by the Veterans Administration over the Predischarge Education Program. Department of Defense. *HRD-78-20, 12-8-77*

Evaluation of the Veterans Administration's Educational Assistance Program. *HRD, 6-30-78*

Summary of Personnel Assigned to Congressional Committees Fiscal Year 1978

Committee	Length of assignments		Tentative release date	Salary	Travel expenses ¹	Other expenses ²	Total cost
	From	To					
Senate							
Commerce, Science and Transportation Committee:							
Aloise, Eugene (CED)	08-08-77	10-05-77	—	¹ \$3,382	—	\$287	\$3,669
Bishop, Terrell (CED)	08-08-77	10-05-77	—	¹ 3,942	—	335	4,277
Goatley, Leland E. (CED)	08-08-77	10-05-77	—	¹ 4,109	—	349	4,458
Energy and Natural Resources Committee:							
Finney, Robert (FOD-NY)	10-19-77	10-25-77	—	¹ 421	—	36	457
Woods, Thomas (EMD)	10-19-77	10-25-77	—	¹ 534	—	45	579
Governmental Affairs Committee:							
Subcommittee on Investigations:							
Brunner, Felix (FOD-SF)	06-01-77	11-30-77	—	¹ 6,156	—	523	6,679
Mayo, William F. (FOD-AT)	08-28-78	10-02-78	—	¹ 2,314	—	197	2,511
Rhodes, Paul W. (FOD-AT)	08-28-78	10-02-78	—	¹ 1,500	—	128	1,628
Taylor, Robert C. (GGD)	08-28-78	10-03-78	—	¹ 2,752	—	234	2,986
Tice, Maria J. (FOD-SF)	06-01-77	11-30-77	—	¹ 2,475	—	210	2,685
Subcommittee on Energy, Nuclear Proliferation and Federal Services:							
Lavigne, Donna (EMD)	10-10-77	10-10-78	—	¹ 21,461	—	1,824	23,285
Rules and Administration:							
Crowley, Leonard (OGC)	02-06-78	03-15-78	—	¹ 783	—	67	850
Hoff, Reka (GGD)	07-18-78	08-24-78	—	¹ 1,947	—	166	2,113
Stowe, Alexis (GGD)	07-24-78	08-24-78	—	¹ 575	—	49	624
Select Committee on Ethics:							
Freidman, Antoinette (OGC)	06-20-77	10-14-77	—	¹ 1,296	—	110	1,406
George, Kenneth J. (FGMS)	08-07-78	—	08-06-79	¹ 5,501	—	468	5,969
Sullivan, Lawrence R. (PAD)	07-03-78	—	07-02-79	¹ 9,948	—	846	10,794
Special Committee on Aging:							
Gordon, Joe Y. (FOD-SF)	03-14-78	03-24-78	—	985	—	84	1,069
Erlan, Jack W. (FOD-SF)	03-14-78	03-17-78	—	536	—	46	582
House							
Appropriations Committee:							
Lehman, Winifred B. (HRD)	01-30-78	06-05-78	—	3,967	—	337	4,304
Surveys and Investigations Staff:							
Anderson, John (PSAD)	11-07-77	—	11-06-78	30,569	\$2,076	2,598	35,243

Committee	Length of assignments		Tentative release date	Salary	Travel expenses ¹	Other expenses ²	Total cost
	From	To					
House—Continued							
Surveys and Investigations							
Staff—Continued:							
Antelman, Victor (FOD)	02-21-78	—	02-20-79	\$23,189	\$5,116	\$1,971	\$30,276
Ballinger, Jerry L. (FPCD)	09-11-78	—	09-10-79	2,010	—	171	2,181
Bigden, Frederick A., Jr. (WRO)	09-11-78	—	09-10-79	1,552	—	132	1,684
Carpenter, Robert G. (LCD)	08-28-78	—	08-27-79	2,752	—	234	2,986
Castro, Sebastino (ID)	01-03-78	—	01-02-79	28,293	—	2,405	30,698
Chervenak, Richard (EMD)	10-07-77	10-06-78	—	38,872	2,227	3,304	44,403
Combs, David F. (FPCD)	07-31-78	—	07-30-79	4,802	566	408	5,776
Davis, Robert A. (PSAD)	09-18-78	—	09-17-79	1,538	—	131	1,669
Dinsmore, Paul F., Jr. (LCD)	09-11-78	—	09-10-79	1,892	—	161	2,053
Dorney, Thomas M. (PSAD)	09-05-78	—	09-04-79	2,622	—	223	2,845
Eads, Erwin C. (ID)	04-03-78	—	04-02-79	21,705	9,468	1,845	33,018
Gentry, John D. (FPCD)	07-18-77	07-15-78	—	21,171	3,604	1,800	26,575
Goodin, Paul R. (PSAD)	08-14-78	—	08-13-79	4,830	—	411	5,241
Harbold, David H. (PSAD)	08-28-78	—	08-27-79	2,752	—	234	2,986
Heil, Jeffrey (CED)	01-03-78	03-30-78	—	6,723	—	571	7,294
Keller, Lawrence R. (OIR)	07-18-77	07-15-78	—	20,484	368	1,741	22,593
Metz, Thomas C. (ID)	03-25-78	—	03-24-79	17,691	811	1,504	20,006
North, Billie (HRD)	11-07-77	—	11-06-78	29,521	2,256	2,509	34,286
Nosik, Doug (HRD)	06-20-77	06-19-78	—	19,206	1,633	4,543	25,382
Padgett, Harold D. (PSAD)	08-14-78	—	08-13-79	4,830	0	411	5,241
Rahl, Michael (LCD)	09-27-77	09-26-78	—	22,320	1,495	1,897	25,712
Rhodes, James (EMD)	07-17-78	—	07-16-79	7,590	—	645	8,235
Rinker, Lewis D. (PSAD)	11-22-76	11-21-77	—	5,204	—	442	5,646
Rinker, Lewis D. (PSAD)	06-05-78	—	06-04-79	12,063	651	1,025	13,739
Salesses, Gerald P. (PAD)	11-02-77	—	11-01-78	28,386	1,472	2,413	32,271
Selkowitz, Leonard (FGMSD)	10-11-77	03-31-78	—	18,580	915	1,579	21,074
Siemering, Edward A. (GGD)	07-06-77	07-03-78	—	26,220	4,397	2,229	32,846
Tobin, Harry (PSAD)	07-11-77	07-15-78	—	26,624	2,363	2,263	31,250
Vignali, Joseph A. (HRD)	03-21-77	02-28-78	—	18,476	677	1,570	20,723
Watkins, Joseph J. (EMD)	09-18-78	—	09-17-79	702	—	60	762
Yasher, Michael R. (PSAD)	07-18-77	07-15-78	—	28,244	1,642	2,401	32,287
Zadjura, Edward M. (HRD)	05-23-78	—	02-28-79	8,174	481	670	9,325
House Armed Services Committee:							
Armed Services Investigation							
Subcommittee:							
Martorelli, Joe (FOD-SF)	05-30-78	06-23-78	—	2,020	—	172	2,192
House Commerce Committee:							
Subcommittee on Investigations:							
Bicknell, Tom (EMD)	12-06-77	12-07-77	—	116	—	10	126
Government Operations Committee:							
Matlock, Kurt (LCD)	02-06-78	10-20-78	—	11,941	—	1,015	12,956
Schultz, Randy (FGMS)	07-17-77	07-14-78	—	23,832	—	2,026	25,858

House—Continued

Committee	Length of assignments		Tentative release date	Salary	Travel expenses ¹	Other expenses ²	Total cost
	From	To					
Subcommittee on Government Activities and Transportation:							
Both, Ernest W. (LCD)	07-03-78	—	07-02-79	\$7,155	—	\$608	\$7,763
Subcommittee on Commerce, Consumer and Monetary Affairs:							
Donahue, Patrick (PSAD)	03-14-77	03-10-78	—	14,916	—	1,268	16,184
Fuerstenberg, Judy (HRD)	02-28-77	01-20-78	—	8,770	—	745	9,515
Subcommittee on Government Information & Individual Rights:							
Gellman, Robert (OGC)	06-27-77	06-16-78	—	21,836	—	1,856	23,692
Gold, Benjamin (LCD)	12-01-77	04-28-78	—	10,709	—	910	11,619
Underwood, Warren (WRO)	05-08-78	09-29-78	—	11,558	—	982	12,540
Subcommittee on Legislation and National Security:							
Carroll, Roger (PSAD)	05-23-78	05-21-78	—	18,680	—	1,588	20,268
Interstate and Foreign Commerce: Subcommittee on Investigations:							
Ducusin, Lorraine (EMD)	10-31-77	11-01-77	—	58	—	5	63
Heintz, Steve (EMD)	10-31-77	11-01-77	—	58	—	5	63
Seeburgen, Jim (FOD)	01-25-78	03-18-78	—	3,411	—	290	3,701
Webb, Deborah L. (EMD)	06-26-78	—	06-25-79	6,522	—	554	7,076
Rhodes, James (EMD)	06-06-77	06-03-78	—	24,104	—	2,049	26,153
Committee on Judiciary: Subcommittee on Immigration, Citizenship and International Law:							
Black, James R. (GGD)	08-14-78	—	02-13-79	3,735	—	317	4,052
Committee on Science and Technology:							
Gainor, Charles (EMD)	01-25-78	07-21-78	—	11,489	—	977	12,466
Select Committee on Aging:							
Mullen, Louise (WRO)	05-16-77	03-15-78	—	12,558	—	1,067	13,625
Select Committee on Narcotics and Drug Abuse Control:							
Hill, William (PAD)	07-19-77	01-06-78	—	8,790	—	747	9,537
Standards of Official Conduct:							
Borseth, Ann (FPCD)	06-13-77	10-17-77	—	\$679	—	\$58	\$737
Porter, Ernest R. (FGMS)	08-30-78	—	08-29-79	3,264	—	277	3,541
Welsh, Marta (OPDS)	05-31-77	10-25-77	—	967	—	82	1,049
Cohen, A. Delores (FPCD)	09-17-77	12-05-77	—	2,455	—	209	2,664
Smith, Mary (FPCD)	08-04-77	12-05-77	—	2,488	—	211	2,699
Ways and Means Committee: Subcommittee on Oversight:							
Cookfair, Calvin (GGD)	04-25-78	08-25-78	—	12,737	—	1,083	13,820
Coufal, Robert (PSAD)	04-10-77	04-09-78	—	19,118	—	1,625	20,743
Imbrogno, Frank (HRD)	04-24-78	—	04-23-79	9,678	—	823	10,501
Walker, Ann (HRD)	04-10-78	08-05-78	—	7,154	—	608	7,762
Megyery, Leslie (PSAD)	04-24-77	04-23-78	—	18,819	—	1,600	20,419
Joint							
Joint Committee on Internal Revenue Taxation:							
Selkowitz, Len (FGMS)	08-21-78	09-22-78	—	3,746	—	318	4,064
Leff, Hal (FGMS)	08-28-78	09-22-78	—	2,469	—	210	2,679
Kudla, Eugene (GGD)	08-02-77	12-23-77	—	5,022	—	427	5,449
Grand Total				\$855,025	\$42,218	\$75,564	\$972,807
				¹ 69,096			

¹This cost was/will be reimbursed by the Committee or Subcommittee concerned.

²These amounts which are 8.5% of the salary costs, include the Government's estimated share for personnel benefits payable to the Civil Service Commission for (1) Life Insurance Fund, (2) Retirement Fund, and (3) Health Benefits Fund.

<i>Total assigned during fiscal year</i>		<i>On assignment as of September 30, 1978</i>	
Division:		Division:	
Community and Economic	4	Community and Economic	0
Energy and Minerals	11	Energy and Minerals	5
Federal Personnel and Compensation	6	Federal Personnel and Compensation	2
Financial and General Management Studies	6	Financial and General Management Studies	2
General Government	7	General Government	2
Human Resources	8	Human Resources	3
International	3	International	3
Logistics and Communications	6	Logistics and Communications	4
Procurement and Systems Acquisitions	14	Procurement and Systems Acquisitions	7
Program Analysis	3	Program Analysis	2
Office:		Office:	
General Counsel	3	General Counsel	0
Internal Review	1	Internal Review	0
Personnel and Development Services	1	Personnel and Development Services	0
Regional Office:		Regional Office:	
Atlanta	2	Atlanta	2
Dallas	1	Dallas	0
New York	1	New York	0
Philadelphia	1	Philadelphia	1
San Francisco	5	San Francisco	0
Washington	3	Washington	1
	86		34

DESCRIPTIONS OF MAJOR ORGANIZATIONAL UNITS OF GAO

The following identifies GAO's major units of organization, together with a brief description of the major responsibilities and principal activities of each. The lines of authority and the name of the director for each unit can be found in the organization chart preceding Chapter One.

Audit Divisions

Community and Economic Development Division

The Community and Economic Development Division coordinates GAO's work in the area of food; domestic housing and community development; environmental protection; land use planning arrangement, and control; transportation systems and policies; and water and water-related programs.

In addition to its leadership responsibilities for these issue areas, this division provides GAO audit coverage at the Departments of Agriculture, Commerce, Housing and Urban Development, Interior (except energy and mineral activities), and Transportation; the Army Corps of Engineers (civil functions); the Environmental Protection Agency; the Small Business Administration; the Interstate Commerce, Federal Maritime, and Federal Communications Commissions; the National Railroad Passenger Corporation (AM-TRAK); the Washington Metropolitan Area Transit Authority; the U.S. Railway Association; the Civil Aeronautics Board; the Commodity Futures Trading Commission; and a variety of boards, commissions, and quasi-governmental entities.

Energy and Minerals Division

The Energy and Minerals Division serves as lead division within GAO for the issue areas of energy and of materials.

This division provides GAO audit coverage for the Department of Energy; the Nuclear Regulatory Commission; the Tennessee Valley Authority energy and minerals programs of the Department of Interior; and energy and materials activities located in numerous other Federal entities.

Federal Personnel and Compensation Division

The Federal Personnel and Compensation Division is the lead division for GAO work in the issue of Federal personnel management and compensation.

This division provides GAO audit coverage for the Office of Personnel Management, Merit Systems Protection Board, and Federal Labor Relations Authority (these agencies have replaced the Civil Service Commission). The division also examines government-wide personnel activities relating to and affecting Federal Forces.

Field Operations Division

The Field Operations Division, through its regional offices in 15 cities, provides direct audit support throughout the continental United States, Alaska, Puerto Rico, and the Virgin Islands for GAO's other operating divisions. Thus, this division plays a major role in most of the audits and work of GAO. About half of GAO's professional staff is assigned to its regional offices.

Financial and General Management Studies Division

The Financial and General Management Studies Division is responsible for coordinating GAO's work in the issue areas of: automatic data processing, internal auditing systems for Federal and federally assisted programs; accounting and financial reporting and national productivity.

This division carries out its responsibilities through participation in the Joint Financial Management Improvement Program; assistance to other GAO divisions in technical and advisory services; and its government-wide responsibilities for automatic data processing, accounting systems, internal auditing, and productivity. It also provides GAO audit coverage at the Securities and Exchange Commission.

General Government Division

The General Government Division is responsible for coordinating GAO's work in the issue areas of: inter-governmental policies and fiscal relations; law enforcement and crime prevention; tax administration; and data collected from non-Federal sources (statistical and paperwork implications).

This division provides GAO audit coverage for the Departments of Justice and Treasury; the District of Columbia Government; the United States Postal Ser-

vice; the judicial and legislative branches of the Federal Government; the bank regulatory agencies; and various other agencies and commissions.

Human Resources Division

The Human Resources Division serves as lead division for the issue areas of: consumer and worker protection; administration of nondiscrimination and equal opportunity programs; education; health; income security; and employment and training.

In addition to its leadership responsibilities for issue areas, this division provides GAO audit coverage for the Department of Labor; the Department of Health, Education, and Welfare; the Community Services Administration; the Consumer Product Safety Commission; the Federal Trade Commission; the Legal Services Corporation; ACTION; the Railroad Retirement Board; the Equal Employment Opportunity Commission; the Veterans Administration; and various other commissions and independent agencies.

International Division

The International Division serves as lead division for the international affairs issue area.

This division provides GAO audit coverage for the Department of State; the Agency for International Development; the Export-Import Bank of the United States; the International Communication Agency; the Panama Canal Company; as well as international activities of numerous other Federal entities. International Division personnel staff GAO's overseas offices.

Logistics and Communications Division

The Logistics and Communications Division serves as the lead division within GAO for work in the areas of: facilities and material management; military preparedness; Federal information (creation, protection, access, disclosure, and management); and communications.

Most of this division's work covers the Department of Defense. It also provides GAO audit coverage for portions of the General Services Administration and the Government Printing Office, in addition to its governmentwide responsibilities relating to logistics, information, and communication.

Procurement and Systems Acquisition Division

The Procurement and Systems Acquisition Division is responsible for coordinating GAO's work in the issue areas of Federal procurement of goods and services, and of science and technology policy and programs.

Most of this division's work is concentrated in the Department of Defense, the National Aeronautics and Space Administration, the defense-related activities of the Department of Energy, and the Federal Supply Service of the General Services Administration. It also has the responsibility for governmentwide procurement and science and technology matters.

Program Analysis Division

The Program Analysis Division serves as the lead division within GAO for work in the issue areas of: tax policy; evaluation guidelines and methodology; program and budget information for congressional use; regional and national economic problems; and alternative methods for achieving Federal program objectives. It also serves to lead the Office's activities in the science policy area.

This division maintains audit responsibility for several agencies, including the Office of Science and Technology Policy, the National Science Foundation, and the Bureau of the Public Debt. It is GAO's focal point for work in the areas of economics and program evaluation techniques, and coordinates GAO activities with the Congressional Budget Office and the Office of Technology Assessment.

Other Offices and Divisions

Office of the Comptroller General

There are four offices which operate in the immediate office of the Comptroller General, performing direct staff services for him. These are: the Office of Congressional Relations, which coordinates GAO's activities with congressional committees and Members; the Office of Equal Employment Opportunity, which oversees GAO's efforts to carry out all of its activities in a nondiscriminatory manner; the Office of Internal Review, which audits and reviews GAO's own operations; and the Office of Information, which assists the public and the media with their queries on GAO reports and activities.

Office of the General Counsel

The Office of the General Counsel assists the Comptroller General in all phases of the legal work involved in matters coming before the General Accounting Office, including carrying out responsibilities for interpreting laws governing public expenditures. Through the work of this Office, numerous reports of the Comptroller General inform the Congress of the construction executive agencies currently are placing on congressional mandates and the extent to which these actions reflect congressional intent. The General Counsel also prepares for the Comptroller General final and binding decisions to government officers who are accountable for public funds which they administer. The Office decides disputes between agencies and businesses concerning entitlements to government contracts ("bid protests"), including grantee contract award actions. Members of Congress and committee chairmen are supplied with opinions on the legality of agency activities and on legislative options. Through the Office of the General Counsel, the Congress is informed of executive branch impoundments of available budget authority, and assured of compliance with the provisions of the Impoundment Control Act of 1974.

Claims Division

The Claims Division settles and adjudicates claims and demands by or against the United States. It reviews, evaluates, and reports on the claim settlement and debt collection activities of government agencies.

Administration

GAO's own internal management and administration is supervised by the Assistant to the Comptroller General for Administration. He provides direction over the activities of the Personnel and General Services and Controller organizations. Through the latter organization, activities such as publishing services, library and information, and financial management are carried out. In addition, an Organization and Management Planning Staff reports directly to the Assistant to the Comptroller General.

Policy and Program Planning

The Office of Policy and the Office of Program Planning report directly to the Assistant to the Comptroller General for Policy and Program Planning. They ensure that the audit work of GAO is planned, coordinated, and reported in a consistent and effective manner. These offices work with the audit divisions to implement GAO's policies and planning guidelines across divisional lines.

LEGISLATION ENACTED DURING FISCAL YEAR 1978 RELATING TO THE WORK OF THE GENERAL ACCOUNTING OFFICE

Audits

Appropriate Funds Expenditure Prerequisites or Exemption

Public Law 95-119, October 4, 1977, 91 Stat. 1073, and Public Law 95-392, September 30, 1978, 92 Stat. 791, Department of Housing and Urban Development—Independent Agencies Appropriation Act, 1978 and 1979, respectively, each contain a general provision that no funds appropriated by the act may be expended unless such expenditure is subject to audit by the General Accounting Office or is specifically exempt by law from such an audit. (91 Stat. 1089, 92 Stat. 806)

Internal Revenue Service and the Bureau of Alcohol, Tobacco, and Firearms

Public Law 95-125, October 7, 1977, 91 Stat. 1104, amends the Accounting and Auditing Act of 1950, by adding a new subsection 117(d), to provide for independent audit by the Comptroller General for the Internal Revenue Service and the Bureau of Alcohol, Tobacco, and Firearms of the Department of the Treasury.

The Comptroller General is required to make reports to the Congress, as frequently as may be practicable, on the results of audit work performed. In addition, annual written reports are to be submitted to various congressional committees. These reports are to include: (1) procedures and requirements which the General Accounting Office, the Internal Revenue Service, and the Bureau of Alcohol, Tobacco, and Firearms have established for protecting the confidentiality of tax returns and tax return information made available to the Comptroller General under this subsection; (2) the scope and subject matter of any auditor or review; and (3) any findings, conclusions, or recommendations which were developed. (91 Stat. 1104-05)

Federal Banking Agencies

Public Law 95-320, July 21, 1978, 92 Stat. 391, Federal Banking Agency Audit Act, amends the Accounting and Auditing Act of 1950, by adding a new subsection (e) to section 117 to provide for audit by the Comptroller General of the United States of the Federal Reserve System, the Federal Deposit Insurance Corporation, and the Office of the Comptroller of the Currency.

The subsection delineates those transactions and deliberations which GAO is precluded from auditing and restricts onsite examinations without written consent of the open insured bank or bank holding company concerned. Disclosure and nondisclosure conditions are described.

The Comptroller General is required, as frequently as may be practicable, to make reports to the Congress on the results of audit work performed.

GAO is provided access to necessary records under the conditions described and is required to maintain the confidentiality of the documents and material. (92 Stat. 391-392)

The provisions of 18 U.S.C. 1906 pertaining to disclosure of information from bank examination reports is extended to the General Accounting Office auditors. (92 Stat. 393)

New York City Loan Guarantee

Public Law 95-339, August 8, 1978, 92 Stat. 460, New York City Loan Guarantee Act of 1978, authorizes the Secretary of the Treasury to guarantee, within prescribed limitations, the payment of the indebtedness of the city of New York if certain delineated conditions of eligibility are met.

The Comptroller General is required to report to Congress any audits he may deem appropriate of the accounts, books, records and transactions of the city and any financing agent.

No guarantees may be made until the city and the financing agent agree, in writing, to allow the GAO audits. (92 Stat. 466)

National Consumer Cooperative Bank

Public Law 95-351, August 20, 1978, 92 Stat. 499, National Consumer Cooperative Bank Act, establishes a mixed ownership Government corporation, the National Consumer Cooperative Bank, to provide for consumers a further means of minimizing the impact of inflation and economic depression by narrowing the

price spread between costs to producers and the consumer through the development and funding of specialized credit sources for and technical assistance to self-help, not-for-profit cooperatives.

The financial transactions of the Bank are subject to audit pursuant to the provisions of the Government Corporation Control Act by the General Accounting Office. (92 Stat. 513)

Until the stock of the Bank held by the United States has been fully retired, the operations of the Bank shall be examined annually under the direction of an agency or instrumentality of the Federal Government designated by the President, including the General Accounting Office, and report of such examination is to be forwarded to Congress. (92 Stat. 511)

Accounts of the House of Representatives

Public Law 95-391, September 30, 1978, 92 Stat. 763, Legislative Branch Appropriation Act, 1979, provides at section 112 that none of the funds appropriated for the accounts of the House of Representatives shall be available for obligation unless the funds are subject to audit by the Comptroller General in accordance with 31 U.S.C. 67. (92 Stat. 778)

Commodity Futures Trading Commission

Public Law 95-405, September 30, 1978, 92 Stat. 865, Futures Trading Act of 1978, extends through fiscal year 1984 the life of the Commodity Futures Trading Commission.

Section 8 of the Commodity Exchange Act, which delineates the requirement that the Comptroller General review and audit the Commodity Futures Trading Commission, is amended with regard to limitations on disclosure to the public of names and positions of traders on boards of trade. (92 Stat. 873-874)

Access to Records

Legal Services Corporation

Public Law 95-222, December 28, 1977, 91 Stat. 1619, Legal Services Corporation Act Amendments of 1977, amends section 1009(b)(2) of the Legal Services Corporation Act to stipulate that the Legal Services Corporation retain books, accounts, financial records, reports, files, papers, or property for 3 years from the date of possession or for a longer period if GAO

requires it for audit purposes under section 117(b) of the Accounting and Auditing Act of 1950 (31 U.S.C. 67(b)). (91 Stat. 1623)

Alternative Fuel Demonstration Loans; Automotive Propulsion Research and Development

Public Law 95-238, February 25, 1978, 92 Stat. 47, Department of Energy Act of 1978—Civilian Applications, authorizes appropriations to the Department of Energy for energy research, development, demonstration, and related programs.

Title II of the law adds a new section 19 to the Federal Nonnuclear Energy Research and Development Act of 1974 to provide loan guarantees for alternative fuel demonstration facilities.

Subsection 19(x) provides that within 6 months after the enactment date, and at 6-month intervals thereafter, the Comptroller General be required to conduct an audit of the recipients of financial assistance pursuant to such regulations as he may prescribe. For this purpose, GAO is provided access to the recipients' records. Subsection 19(t) also authorizes that certain information the Environmental Protection Agency Administration is required to safeguard be provided to GAO when necessary to carry out its duties and responsibilities under the statute.

Title III of the law, "Automotive Propulsion Research and Development Act of 1978," requires, among other things, that the Secretary of Energy establish a program to ensure the development of advanced automobile propulsion systems within 5 years. In this connection, the Secretary may award research and development contracts and grants.

Section 306 of the Energy Reorganization Act of 1974 is applicable with respect to the authority of the Comptroller General to have access to records of recipients of financial assistance under the title. (92 Stat. 82)

Ocean Pollution Grants

Public Law 95-273, May 8, 1978, 92 Stat. 228, National Ocean Pollution Research and Development and Monitoring Planning Act of 1978, contains a provision giving the administrator of the National Oceanic and Atmospheric Administration authority to provide financial assistance in the form of grants or contracts for research and development and monitoring projects or activities which are needed to meet priorities set forth in a comprehensive Federal plan relating to ocean pollution to be prepared pursuant to the law. The grants are to be made if priorities are not

adequately addressed by any Federal department, agency, or instrumentality.

The Comptroller General is provided access for purposes of audit to records which pertain to financial assistance. (92 Stat. 231, 232)

Mineral Development Impact Loans

Public Law 95-352, August 20, 1978, 92 Stat. 515, to authorize appropriations for activities and programs carried out by the Secretary of the Interior through the Bureau of Land Management, amends section 317(c) of the Federal Land Policy and Management Act of 1976, to provide for loans to communities and governmental subdivisions which have suffered an impact as a result of mineral development on Federal lands in their area.

The Comptroller General is provided access to records of loan recipients for purposes of audit. (92 Stat. 516)

National Climate Program

Public Law 95-367, September 17, 1978, 92 Stat. 601, National Climate Program Act, establishes a comprehensive and coordinated national climate policy and program.

A National Climate Control Office is established in the Department of Commerce as the lead entity responsible for administration of the program, the elements of which are delineated in the law.

Additionally, the Departments of Agriculture, Commerce, Defense, Energy, Interior, State, and Transportation, the Environmental Protection Agency, the National Aeronautics and Space Administration, the National Science Foundation, and the Office of Science and Technology Policy have statutory involvement in the program.

The Secretary of Commerce is required to establish a program for Federal and State cooperative activities in climate studies and advisory services, including the awarding of grants.

Functions vested in any Federal officer or agency under the program may be exercised through the facilities and personnel of the agency involved or by other persons or entities under contracts or grant arrangements.

The Comptroller General, until the expiration of 3 years after the completion of a contract or grant arrangement, is given access for the purpose of audit to pertinent records. (92 Stat. 605)

Temporary Commission on Financial Oversight of the District of Columbia Contracts

The purpose of Public Law 95-386, September 26, 1978, 92 Stat. 750, is to enhance the flexibility of contractual authority of the Temporary Commission on Financial Oversight of the District of Columbia. The law amends section 2 of Public Law 94-399, to provide for an independent audit of the financial condition of the District of Columbia government.

Under the new subsection 2(i) each contract entered into under the act is to provide the Comptroller General, until the expiration of 3 years after final payment, authority to examine any pertinent records of the contractor or any of this subcontractors engaged in the performance of and involving transactions relating to the contract or subcontract.

The new law also extends to 1982 the time for completion of the first three annual audits. (92 Stat. 750)

Medicare-Medicaid Anti-Fraud and Abuse Amendments

Public Law 95-143, October 25, 1977, 91 Stat. 1175, Medicare-Medicaid Anti-Fraud and Abuse Amendments, to strengthen the capability of the Government to detect, prosecute, and punish fraudulent activities under the Medicare and Medicaid program.

Section 12 of the law requires the Comptroller General to conduct a comprehensive study and review of the administrative structure established for the processing of claims under title XVIII, Health Insurance for the Aged, of the Social Security Act.

The purpose of the study is to determine whether and to what extent more efficient claims administration under the title could be achieved by (1) reducing the number of participating intermediaries and carriers; (2) making a single organization responsible for the processing of claims, under both part A, Hospital Insurance Benefits for the Aged, and part B, Supplementary Medical Insurance Benefits for the Aged, of the title, in a particular geographic area; (3) providing for the performance of claims processing functions on the basis of a prospective fixed price; (4) providing incentive payments for the most efficient organizations; or (5) by other modifications in the structure and related procedure.

A report is to be submitted to the Congress no later than July 1, 1979, setting forth the results of the study and the Comptroller General's findings and recommendations. (91 Stat. 1197)

The law also adds a new section 1125 to the Social Security Act which gives the Comptroller General statutory power to sign and issue subpoenas in connection with any audit, investigation, examination, analysis, review, evaluation, or other function authorized by law with respect to any program under the act. (91 Stat. 1192)

Federal Grant and Cooperative Agreement Act of 1977

Public Law 95-224, February 3, 1978, 92 Stat. 3, Federal Grant and Cooperative Agreement Act of 1977, to distinguish Federal grant and cooperative agreement relationships from Federal procurement relationships.

Section 8 of the law requires the Director of the Office of Management and Budget to undertake a study to develop a better understanding of alternative means of implementing Federal assistance programs, and to determine the feasibility of developing a comprehensive system of guidance for Federal assistance programs.

The Director is to consult with, and to the extent practicable, involve representatives of the executive agencies, the Congress, the General Accounting Office, and State and local governments, other recipients and other interested members of the public. (92 Stat. 5)

The General Accounting Office is excepted from the definition of executive agency for purposes of the act. (92 Stat. 4)

Claims and Judgments

Public Law 95-240, March 7, 1978, 92 Stat. 107, Supplemental Appropriation Act, 1978, contains an amendment to section 1302 of the Supplemental Appropriation Act, 1957, 31 U.S.C. 724a, amplifying an earlier amendment which established a permanent, indefinite appropriation for payment of approved claims and judgments not normally paid out of agency appropriations but that are authoritatively certified for payment by the agencies, the courts in appropriate cases, and the Comptroller General. The section is extended to include five categories of claims not presently covered: (1) claims settled pursuant to 10 U.S.C. 2733 and 2734, the Military Claims Act, (2) claims settled pursuant to 32 U.S.C. 715, National Guard Claims Act,

(3) claims settled pursuant to section 203 of the National Aeronautics and Space Act of 1958, (4) some claims limited by the Small Claims Act to amounts not in excess of \$1,000, and (5) certain awards rendered by the Indian Claims Commission. (92 Stat. 116)

Nuclear Non-Proliferation Act of 1978

Public Law 95-242, March 10, 1978, 92 Stat. 120, the Nuclear Non-Proliferation Act of 1978, provides for more efficient and effective control over the proliferation of nuclear explosive capability. The law contains a requirement that the Comptroller General study and report to the Congress, three years after the enactment date, on the implementation and impact of the nuclear non-proliferation policies, purposes and objectives of the act.

The Secretaries of States, Energy, Defense, and Commerce, the Nuclear Regulatory Commission Commissioner, and the Arms Control and Disarmament Agency Director are to cooperate with the Comptroller General in conducting this study. (92 Stat. 151)

Outer Continental Shelf Lands Act Amendments of 1978

Public Law 95-372, September 18, 1978, 92 Stat. 629, Outer Continental Shelf Lands Act Amendments of 1978, establishes a policy managing oil and natural gas in the Outer Continental Shelf.

The Comptroller General is provided access to records for purposes of audit and examination with respect to fees for each barrel of oil obtained from the Outer Continental Shelf collected and deposited in the Offshore Oil Pollution Compensation Fund established by the Act in the Treasury of the United States. (92 Stat. 673)

The Secretary of the Interior is required to report all shut-in oil and gas wells and wells flaring natural gas on leases issued under Outer Continental Shelf Lands Act within 6 months after the enactment date and in his annual report thereafter. The reports are to be submitted to the Comptroller General and are to indicate why each well is shut-in or flaring natural gas and whether the Secretary intends to require production on such a shut-in well or order cessation of flaring.

Within 6 months after receipt of the Secretary's report, the Comptroller General is to review and evaluate the methodology used by the Secretary in allowing the wells to be shut-in or to flare natural gas and submit his findings and recommendations to the Congress. (92 Stat. 693-694)

Appropriations for the General Accounting Office

Public Law 95-355, September 8, 1978, 92 Stat. 523, Second Supplemental Appropriations Act, 1978, provides the General Accounting Office additional appropriations of \$8,680,000 for fiscal year 1978 to cover increased pay costs authorized by or pursuant to law. (92 Stat. 547)

Public Law 95-391, September 30, 1978, 92 Stat. 763, Legislative Branch Appropriations Act, 1979, appropriates \$185,756,000 for GAO salaries and expenses for fiscal year 1979, including special studies of governmental financial practices and procedures, not to exceed \$5,000 to be expended on certification of the Comptroller General; services of experts and consultants authorized under 5 U.S.C. 3109, at rates not to exceed the per diem equivalent to the rate for grade GS-18; hiring of one passenger motor vehicle; advance payments in foreign countries; and travel benefits comparable with those granted Agency for International Development employees.

This appropriation and the appropriations for administrative expenses of any other department or agency which is a member of the Joint Financial Management Improvement Program (JFMIP), the National Intergovernmental Audit Forum, or the Regional Intergovernmental Audit Forums shall be available to finance its appropriate share of costs, including but not limited to the salary of the Executive Secretary and secretarial support of JFMIP and necessary travel expenses of non-Federal Forum participants. Payments to either the Forum or the JFMIP may be credited as reimbursements to any appropriation from which costs involved are initially financed. (92 Stat. 787-788)

NOTES



NOTES



BOOK
SPECIAL FOURTH CLASS RATE

POSTAGE AND FEES PAID
U. S. GENERAL ACCOUNTING OFFICE

EQUAL OPPORTUNITY EMPLOYER
UNITED STATES
GENERAL ACCOUNTING OFFICE
WASHINGTON, D. C. 20548
OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, \$300