



# SEMIANNUAL REPORT TO THE CONGRESS



**OFFICE OF INSPECTOR GENERAL**

U.S. GENERAL SERVICES ADMINISTRATION

April 1, 2020 – September 30, 2020

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# MESSAGE FROM THE IG



I am pleased to submit to Congress our Semiannual Report for the period of April 1, 2020 through September 30, 2020.

This report closes out another year in which, despite the challenges posed by the Covid-19 pandemic, our office successfully executed its oversight mission and continued to provide a high return on the taxpayer's investment in us. During Fiscal Year 2020, our audit and investigative work identified more than \$134 million in potential cost savings and recovered more than \$108 million for the federal government.

A team of our auditors is monitoring GSA's response to the COVID-19 pandemic. Their work recently resulted in the issuance of an Alert Memorandum informing GSA leadership of risks regarding PBS's communication and cleaning procedures for COVID-19 exposures. The team's quick and thorough work enables GSA to address lapses in its communication regarding instances of COVID-19 infections, and deficiencies in its oversight of cleaning procedures for affected areas, to help ensure a safe environment for employees returning to GSA facilities. Our audit work on this topic is ongoing.

Highlights of our work during this reporting period also include a report from our Office of Inspections that will improve GSA's ability to respond to catastrophic public safety emergencies. The report found numerous deficiencies in how GSA planned for and executed the Federal Emergency Management Agency's (FEMA) 2018 Eagle Horizon exercise, which was designed to test the agency's readiness to maintain operations and support the reconstitution of the federal executive branch in the event of a major catastrophe. This relevant and timely work will enable the agency to draw meaningful lessons from the FEMA exercise.

Additionally, a team of our GSA OIG agents, analysts, IT specialists, and lawyers expertly addressed criminal and civil allegations against QuantaDyn Corporation, a software engineering firm that specializes in developing training simulation systems for DoD agencies. The team's work resulted in a plea agreement and related civil settlement arising from allegations that the company engaged in a bribery scheme to influence the award of government contracts to the firm. As a result of the combined actions, QuantaDyn will pay over \$73 million to the federal government in restitution, forfeitures, and criminal penalties.

Our ability to pursue our mission undeterred by the challenges of the pandemic is due to the resilience and dedication of the OIG staff. We appreciate their service, and the strong support of GSA and Congress for our work.

A handwritten signature in black ink that reads "Carol F. Ochoa". The signature is fluid and cursive.

Carol F. Ochoa  
Inspector General  
September 30, 2020



Photo: The Internal Revenue Service Building, located in Washington, D.C.

# OIG PROFILE

# OIG PROFILE

## ORGANIZATION

The General Services Administration (GSA) Office of Inspector General (OIG) was established on October 1, 1978, as one of the original 12 OIGs created by the Inspector General Act of 1978. The OIG's five components work together to perform the mission mandated by Congress.

The OIG provides nationwide coverage of GSA programs and activities. Our components include:

- **THE OFFICE OF AUDITS**, an evaluative organization staffed with auditors and analysts that provides comprehensive coverage of GSA operations through program, financial, regulatory, and system audits and assessments of internal controls. The office conducts attestation engagements to assist GSA contracting officials in obtaining the best value for federal customers and American taxpayers. The office also provides other services to assist management in evaluating and improving its programs.
- **THE OFFICE OF ADMINISTRATION**, a professional support staff that provides budget and financial management, contracting, facilities and support services, human resources, and Information Technology (IT) services, and administers the OIG's records management program.
- **THE OFFICE OF COUNSEL**, an in-house legal staff that provides legal advice and assistance to all OIG components, represents the OIG in litigation arising out of or affecting OIG operations, and manages the OIG legislative and regulatory review.
- **THE OFFICE OF INSPECTIONS**, a multi-disciplinary organization that analyzes and evaluates GSA's programs and operations through management and programmatic inspections and evaluations that are intended to provide insight into issues of concern to GSA, Congress, and the American public. The office also coordinates quality assurance for the OIG, and analyzes potentially fraudulent or otherwise criminal activities in coordination with other OIG components.
- **THE OFFICE OF INVESTIGATIONS**, a statutory federal law enforcement organization that conducts nationwide criminal, civil, and administrative investigations of illegal or improper activities involving GSA programs, operations, and personnel.

## OFFICE LOCATIONS

### Headquarters:

Washington, D.C.

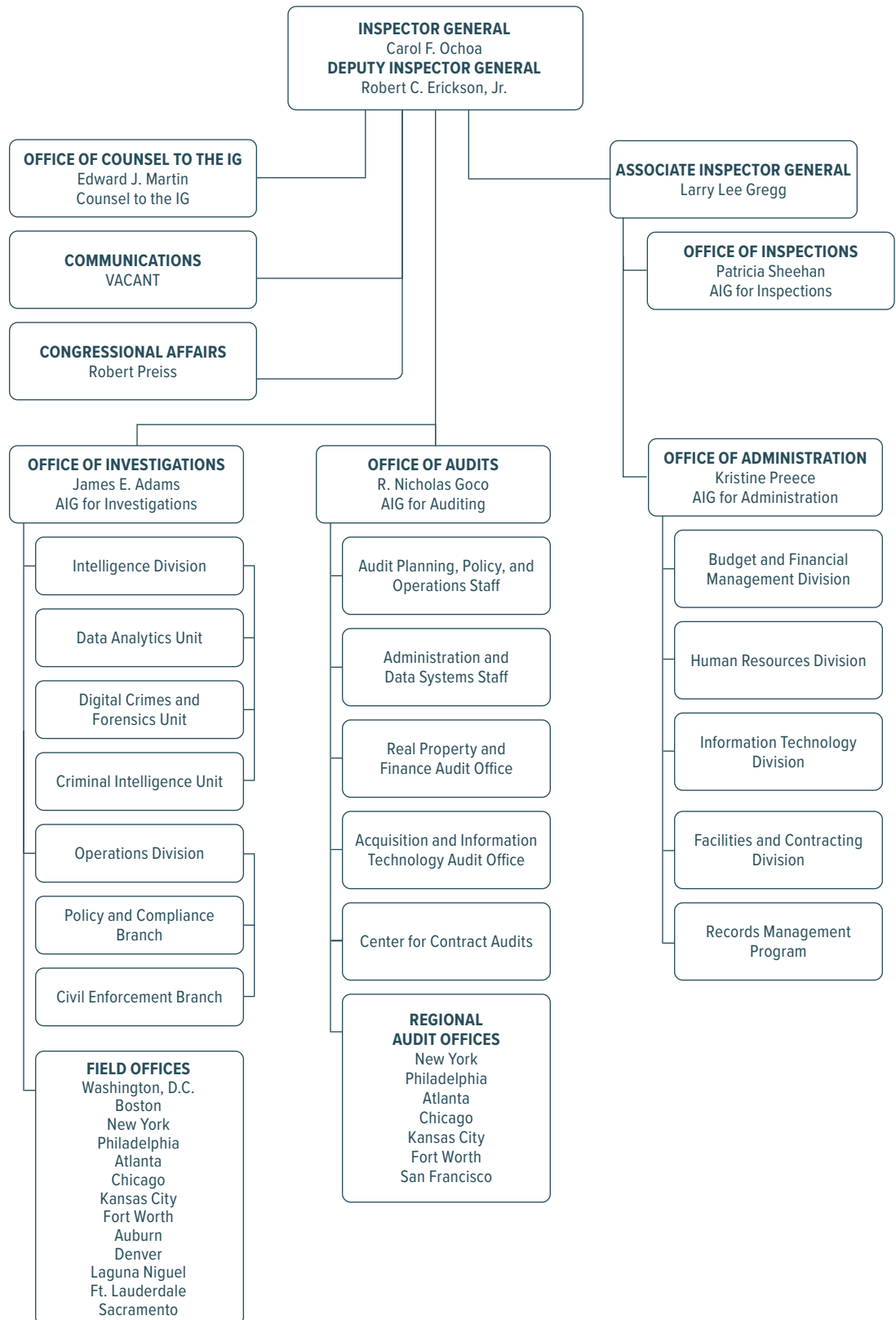
### Field and Regional Offices:

Atlanta, Georgia; Auburn, Washington; Boston, Massachusetts; Chicago, Illinois; Denver, Colorado; Fort Lauderdale, Florida; Fort Worth, Texas; Kansas City, Missouri; Laguna Niguel, California; New York, New York; Philadelphia, Pennsylvania; Sacramento, California; and San Francisco, California.

## STAFFING AND BUDGET

As of September 30, 2020, our on-board staffing level was 298 employees. The OIG's Fiscal Year 2020 budget is \$67 million in annual appropriated funds plus \$600 thousand in reimbursable authority.

# OIG ORGANIZATION CHART





# FISCAL YEAR 2020 RESULTS

During Fiscal Year 2020, OIG activities resulted in:

- Over \$151.4 million in recommendations that funds be put to better use and questioned costs. If adopted, these recommendations ultimately result in savings for the taxpayer.
- Over \$91 million in criminal, civil, administrative, and other investigative recoveries.
- 78 audit and evaluation reports and 7 audit memoranda that assisted management in improving the efficiency and effectiveness of GSA operations.
- 123 new investigations opened and 134 cases closes.
- 84 subjects accepted for criminal prosecution and 34 subjects accepted for civil litigation.
- 62 criminal indictments/informations and 29 successful prosecutions on criminal matters previously referred.
- 13 civil settlements.
- 27 employee actions taken on administrative referrals involving government employees.
- 164 contractors/individuals suspended and debarred.
- 3 lost pieces of Works Progress Administration artwork recovered.
- 1,138 hotline contacts received. Of these, 100 were referred to GSA program officials for review and appropriate action, 16 were referred to other federal agencies, 30 were referred to the OIG Office of Audits, 4 were referred to the OIG Office of Evaluations, 2 were referred to the OIG Office of Information Technology, 2 were referred to the OIG Office of Counsel, and 125 were referred to investigative field offices for investigation or further review.

# GSA’S MANAGEMENT CHALLENGES

The Reports Consolidation Act of 2000, Public Law 106-531, requires the Inspectors General of major federal agencies to report on the most significant management challenges facing their respective agencies. The following table briefly describes the challenges we have identified for GSA for Fiscal Year 2020.

CHALLENGE	BRIEF DESCRIPTION OF CHALLENGE
<b>Establishing and Maintaining an Effective Internal Control Environment</b>	GSA faces a continuing significant challenge in establishing a comprehensive and effective system of internal control. While GSA has placed a greater emphasis on internal controls, our audit reports continue to identify internal control weaknesses across the broad spectrum of GSA programs, operations, and acquisitions. This indicates a need for direct management attention to develop a more effective internal control environment across GSA.
<b>Improving Contract and Lease Administration Across GSA</b>	GSA faces a challenge in providing appropriate oversight of its contracts and leases. GSA is responsible for the procurement of billions of dollars’ worth of products, services, and facilities for federal government agencies. After award, GSA is required to provide effective oversight of its contracts and leases to ensure that the government is receiving the goods and services it is paying for and to protect taxpayer dollars. Although oversight is a requirement for all contracts and leases, our audit reports have repeatedly identified instances where oversight was either insufficient or lacking entirely. Without the appropriate level of oversight, GSA risks undetected fraud, waste, and abuse and violations of regulations.
<b>Enhancing Government Procurement</b>	GSA has a strategic goal of establishing itself as the premier provider of efficient and effective acquisition solutions across the federal government. As an integral part of GSA, FAS has significant responsibility in meeting this goal. According to FAS, its core objective is to leverage the buying power of the federal government to obtain necessary products and services at the best value possible. However, as FAS introduces initiatives to provide more efficient and effective acquisition solutions, it faces challenges in implementing its initiatives effectively and meeting its customers’ needs.
<b>Maximizing the Performance of GSA’s Real Property Inventory</b>	GSA must maximize the performance of its real property inventory in order to provide its tenant agencies with space that meets their needs at a reasonable cost to taxpayers. To achieve this goal, PBS should plan the best approach to reducing and consolidating space, reducing leasing costs, disposing of federal property, meeting the operations and maintenance needs of aging buildings, and ensuring effective management of energy and utility contracts.
<b>Managing GSA’s Role Under the Comprehensive Plan for Reorganizing the Executive Branch</b>	GSA faces major challenges with the reorganization and transfer of several core functions currently performed by the U.S. Office of Personnel Management (OPM) to GSA, including OPM’s IT functions. Since GSA and OPM jointly initiated merger activities, several critical contingencies have not materialized and the original timeline is now unsustainable. To manage the fluid situation, GSA must determine the legal authorities and congressional approvals needed to complete the transition, determine which OPM services would be feasible GSA offerings and the impact of those offerings, and assess the financial viability and impact of the overall merger.
<b>Prioritizing Agency Cybersecurity</b>	GSA is responsible for delivering secure IT products and services to support GSA programs and personnel. These products and services must comply with applicable federal and GSA security standards. In an environment of constant threats, GSA will continue to face challenges with maintaining the integrity, availability, and confidentiality of its infrastructure and the sensitive information contained within its IT systems. GSA management has a responsibility to protect the systems it operates or systems operated on its behalf and the information contained within. It is imperative that GSA continues to assess and address these challenges to strengthen its security posture and its overall IT security program.
<b>Securing the System for Award Management</b>	FAS is responsible for the System for Award Management (SAM), the end product of a presidential e-government initiative to consolidate 10 procurement-related legacy systems. These systems are used by those who award, administer, and receive federal funds. In the past, significant security incidents exposed SAM’s vulnerability related to the identity verification of individuals and their authorization to conduct business. The success of the SAM initiative is critical to enable agencies to share acquisition data and make informed procurement decisions. FAS must ensure the appropriate technical controls and safeguards are implemented to secure the system and protect the users and data from malicious threats.
<b>Managing Human Capital Efficiently to Accomplish GSA’s Mission</b>	GSA must focus on hiring and retaining staff with the necessary skills to perform critical functions, especially given the number of GSA employees in mission-critical roles who will be retirement-eligible in the near future. GSA conducted a workforce planning initiative to identify and address gaps between the workforce and human capital needs. According to GSA, this initiative further confirmed the need to address risks associated with turnover rates and high retirement eligibility, through succession management and knowledge transfer.
<b>Safeguarding Federal Facilities and Providing a Secure Work Environment</b>	GSA plays a significant role in providing a safe, healthy, and secure environment for employees and visitors at over 8,600 owned and leased federal facilities nationwide. Under Presidential Policy Directive 21 on <i>Critical Infrastructure Security and Resilience</i> , GSA is responsible for assisting with the development of contracts for compliant implementation of Physical Access Control systems and coordination with DHS’s Federal Protective Service to ensure building occupant security. However, we have found GSA’s security clearance process for contractors needs improvement, GSA-managed facilities are at risk for unauthorized access, and facility-specific building badges at GSA-managed facilities are unsecured and unregulated.

# SIGNIFICANT AUDITS

# SIGNIFICANT AUDITS

The Office of Audits conducts independent and objective audits to improve the effectiveness and efficiency of GSA's management and operations. These audits focus on GSA's programs, internal controls, IT infrastructure, and compliance with federal laws and regulations. Audits are also performed to assist GSA contracting personnel in obtaining the best value for federal customers. During this reporting period, we issued 38 audit reports, including 26 contract audits. Our contract audit work identified nearly \$99 million in potential cost savings and recoveries for the federal government.

## PREAWARD AUDITS

GSA provides federal agencies with products and services through various contract types. We oversee GSA's procurement program, which generates billions of dollars in annual sales through thousands of contracts, by conducting preaward, postaward, and performance audits. Historically, for every dollar invested in our preaward audits, we achieve at least \$10 in savings from lower prices or more favorable contract terms and conditions for the benefit of the taxpayer.

The pre-decisional, advisory nature of preaward audits distinguishes them from other audit products. Preaward audits provide vital, current information enabling contracting officers to significantly improve the government's negotiating position to realize millions of dollars in savings on negotiated contracts.

Notwithstanding the significant benefits of our preaward audits, in April 2020 we notified the Administrator that the Federal Acquisition Service is not fully leveraging cost savings opportunities in preaward audits conducted by the OIG, and as a result, has only sustained approximately 10 percent of the potential cost savings identified in these audits. See page 9 for further discussion.

During this reporting period, three of our more significant preaward audits were of schedule contracts with combined projected government sales exceeding \$402 million. Through these audits, we identified potential savings and recoveries of nearly \$80 million. We also found, among other things, that the commercial sales practices submissions were not accurate, current, or complete; contractors' proposed labor rates were overstated; price reduction provisions were ineffective; GSA was not receiving most favorable customer pricing; billed rates exceeded GSA schedule rates; and unqualified labor was billed.

## INTERNAL AUDITS

### **ALERT MEMORANDUM: CONCERNS REGARDING PBS'S COMMUNICATION AND CLEANING PROCEDURES FOR CORONAVIRUS DISEASE 2019 (COVID-19) EXPOSURES**

#### **Memorandum Number A201018-2, dated September 3, 2020**

During the course of our ongoing audit of Public Buildings Service's (PBS) COVID-19 communication and cleaning procedures, we identified risks that could lead to increased exposure to and transmission of COVID-19. As a result, we issued an alert memorandum to notify PBS management that immediate action is necessary to address these risks.

We found that PBS did not always receive timely notice of COVID-19 incidents from building occupants and did not always provide timely notification of confirmed COVID-19 cases in leased and federally owned space. In addition, because PBS did not have a standard inspection process for COVID-19 cleaning and disinfection services, it did not have assurance that contractors were cleaning and disinfecting space in accordance with PBS and Centers for Disease Control and Prevention guidance.

### **FAS IS FORFEITING SAVINGS IDENTIFIED IN PREAWARD AUDITS OF MULTIPLE AWARD SCHEDULE CONTRACTS**

#### **Memorandum Number A200979, dated April 22, 2020**

We issued a memorandum to notify the GSA Administrator that the Federal Acquisition Service (FAS) is not fully leveraging cost savings opportunities identified in preaward audits conducted by the Office of Inspector General.

Specifically, during the 3-year period from April 1, 2016, through March 31, 2019, we issued 130 preaward audits with estimated sales of over \$27 billion for their pending contract periods. Of these audits, 84 included recommended price and discount adjustments that, if realized, would allow for \$1.1 billion in cost savings for the government and, ultimately, the taxpayer. As of February 2020, FAS has only sustained approximately 10 percent (\$113.6 million of the potential \$1.1 billion) of the potential cost savings identified in these 84 preaward audits.

For orders and contracts under the Multiple Award Schedule Program to be competitive, they must result in the lowest overall cost alternative to meet the government's needs. To meet this requirement, GSA should ensure that FAS contracting officers are effectively using preaward audit reports to negotiate competitive, market-based pricing that leverages the buying power of the federal government.

## AUDIT OF THE PUBLIC BUILDINGS SERVICE'S GREEN ROOF MAINTENANCE AND SAFETY PRACTICES

Report Number A180085/P/4/R20008, dated July 23, 2020

PBS manages nearly 2 million square feet of green roofs on federally owned buildings throughout the nation. According to estimates from a 2011 GSA study, these roofs were installed at a cost of at least \$48 million. PBS has a responsibility to ensure its green roofs are maintained in accordance with internal guidance and industry standards. In doing so, PBS must also protect individuals accessing these roofs by providing required fall protection. We performed this audit to determine whether PBS has a maintenance strategy in place to protect its green roof inventory investment and provides fall protection in accordance with internal guidance and federal regulations.

We found that PBS does not have a comprehensive maintenance strategy in place to protect its investment in its green roofs. We reviewed maintenance approaches at 14 sites, representing 43 percent of PBS's total managed green roof square footage, and found that in most cases PBS did not properly maintain the green roofs. PBS's failure to maintain its green roof inventory has led to lost environmental benefits, wholesale green roof failures, and wasted taxpayer dollars. We also found that PBS has not put safeguards in place to protect contractors and employees against fall hazards for half of the green roofs we tested. In these instances, we determined that individuals were exposed to fall hazards or the roofs were not maintained.

Based on our audit findings, we recommended that the PBS Commissioner: (1) develop a comprehensive strategy to maintain the green roof inventory, (2) provide training on the unique requirements of green roof maintenance, (3) use life-cycle costing during the green roof design phase, (4) protect individuals accessing green roofs from fall hazards, (5) mitigate fall hazards when installing green roofs, and (6) discontinue the installation of future green roofs until all recommendations have been implemented.

The PBS Commissioner agreed with our report recommendations.

## AUDIT OF THE GSA PUBLIC BUILDINGS SERVICE'S USE OF CONSTRUCTION MANAGEMENT SERVICES

Report Number A150028/P/4/R20009, dated September 4, 2020

Construction managers are private firms that act as advisors or consultants to PBS during the execution of construction projects. Agency policy requires the use of construction managers for its capital construction projects. The agency also uses construction managers for smaller projects and lease administration. Construction managers are involved in design, procurement, administration, closeout, and even the claims process of construction projects. They hold positions such as architects, engineers, project managers, scope developers, planning managers, cost estimators, inspectors, budget analysts, and contract specialists.

We conducted this audit based on concerns over PBS's use of construction managers identified during our prior audits of construction claims. Our audit objectives were to determine whether PBS has effective internal controls to: (1) prevent construction management firms from performing inherently governmental or prohibited services as defined by Office of Management and Budget (OMB) policy and the Federal Acquisition Regulation (FAR) and (2) avoid organizational conflicts of interest that may bias a construction management firm's judgement or provide an unfair competitive advantage.

Overall, we found that PBS has become excessively reliant on construction managers. In many cases, construction managers have become so ingrained within the PBS construction program that PBS has allowed them to perform inherently governmental acquisition activities. For example, we found that construction managers developed independent government estimates, assessed contractor proposals on source selection boards, negotiated contracts, and accepted project deliverables. In some cases, PBS even allowed construction managers to play a role in extending their own contracts.

We also found that PBS gave construction managers access to sensitive information, including competitors' proprietary information and government data, without mitigating conflicts of interest or ensuring data security. Finally, we found that PBS allowed construction managers to perform duties, including architectural and engineering and construction work that exceeded the scope of work of their contracts and circumvented competition.

Based on our audit findings, we recommended that the PBS Commissioner, among other things: (1) strengthen controls over construction management contracts to ensure that government personnel perform inherently governmental functions and qualified PBS personnel are participating in and performing the required review and approval of contractor tasks, (2) take steps to properly address organizational conflicts of interest and limit access to proprietary data to government personnel whose access requires knowledge of such information, and (3) implement controls to prevent the award of prohibited construction management services through GSA's Professional Engineering Services Schedule.

The PBS Commissioner agreed with our report recommendations.

### **GSA NEEDS TO MORE EFFECTIVELY MANAGE ITS WORKERS' COMPENSATION PROGRAM**

**Report Number A190024/C/7/F20003, dated September 2, 2020**

We performed this audit to determine if GSA effectively managed its workers' compensation program. Under this program, GSA's primary objectives are to ensure that its employees receive, in a prompt and timely manner, all benefits to which they are entitled, and keep its cost for Federal Employees' Compensation Act benefits at the minimum practicable level. We examined whether GSA effectively reduced its costs by submitting claims accurately and on time, maintained case files and monitored claims to ensure injured employees returned to work, and ensured the accuracy of chargeback costs.

We found that GSA needs to more effectively manage its workers' compensation program and its costs. GSA's current policies and procedures are not sufficient to properly administer and oversee its workers' compensation cases. We found instances where GSA's case monitoring practices and procedures resulted in claim payment delays and overpayments. GSA also does not have a process to return employees to work, leading to long-term workers' compensation cases. Finally, GSA does not have a process to identify and correct errors on U.S. Department of Labor chargeback reports, resulting in improper payments.



Based on our audit findings, we recommended that GSA's Office of Human Resources Management: (1) review, revise, and implement policies and procedures to more effectively manage GSA's workers' compensation cases; (2) review, revise, and implement case monitoring policies and procedures to ensure that workers' compensation specialists provide timely responses, review forms, and request information; (3) review and revise policies and procedures to assess appropriate follow-up actions and maintain contact with claimants to assist with returning to work; (4) develop and implement a process to verify the accuracy of the U.S. Department of Labor chargeback reports; and (5) determine if employees receiving workers' compensation benefits were part of a transferred GSA function to another agency, request the U.S. Department of Labor remove transferred employees from GSA's chargeback report, and recover the associated payments, if allowable.

The Acting Chief Human Capital Officer agreed with our report recommendations.

**IMPLEMENTATION REVIEW OF CORRECTIVE ACTION  
PLAN: AUDIT OF ENVIRONMENTAL ISSUES AT THE  
GOODFELLOW FEDERAL COMPLEX IN ST. LOUIS, MISSOURI  
REPORT NUMBER A170027/P/6/R19002 MARCH 15, 2019**

**Assignment Number A201001, dated July 24, 2020**

On March 15, 2019, we issued an audit report, *Audit of Environmental Issues at the Goodfellow Federal Complex in St. Louis, Missouri*, to PBS. Our audit found that PBS failed to take appropriate measures to protect workers, tenants, contractors, and visitors from environmental contamination at the Goodfellow complex due to ineffective environmental programs, policies, and guidance.

Based on our audit finding, we made a series of recommendations to the PBS Commissioner and the PBS Regional Commissioner, Heartland Region, designed to ensure compliance with applicable occupational safety and health requirements. We also recommended that PBS notify tenants, contractors, and visitors to the Goodfellow complex of all health, safety, and environmental studies performed and take corrective action to address identified hazards.

During this reporting period, we issued to the agency a report of our implementation review to determine whether PBS completed its corrective action plan to address the recommendations of our March 2019 audit. We found that while the PBS Heartland Region instituted a process for communicating the results of all environmental studies to ensure all affected parties will receive the information, the PBS Heartland Region did not fully and effectively implement this corrective action because its communication process does not ensure that all occupants are notified of the results of all environmental studies upon completion.

As a result of our finding, PBS was required to submit a revised action plan addressing this recommendation. PBS is currently developing a corrective action plan to remedy these deficiencies.

## AUDIT OF PBS'S LEASE EXTENSIONS AND HOLDOVERS

**Report Number A190033/P/R/R20007, dated June 22, 2020**

PBS has a number of means available to manage expiring leases, including extensions and holdovers. An extension is a negotiated agreement between the lessor and the government allowing the tenant agency to continue to occupy the premises after the original lease expiration date. A holdover is created when the tenant agency continues to occupy the premises beyond the expiration date of the lease term. While extensions and holdovers provide short-term flexibility, they are costly, time-consuming, and prohibit competition. Our objective was to assess if PBS is implementing its project lifecycle and leasing policies and procedures to minimize the use of extensions and holdovers.

We found that leasing staff faced obstacles in adhering to planning milestones, increasing the likelihood that PBS will have to enter into costly extensions or holdovers. We tested a sample of 16 leases expiring between January 2020 and May 2021 with annual rent over \$500,000 across four GSA regions. We found that PBS did not meet all of the required milestones we tested for 12 leases (75 percent). As a result, PBS has or will have to enter into extensions and holdovers for at least seven of these leases.

Additionally, we found that PBS is underusing the Simplified Request for Lease Proposals (RLP) and missing an opportunity to reduce lease acquisition time and prevent extensions and holdovers. The *PBS Leasing Desk Guide* states that the Simplified RLP and lease form reduce acquisition time for small lease actions. However, PBS regional staff preferred the other RLP models because of their lack of familiarity with the Simplified RLP and the misconception that the Simplified RLP provides fewer protections compared to the other RLP models. We tested a sample of 33 leases with annual rent under \$225,000 across GSA's 11 regions. We found that the Simplified RLP was only used three times (9 percent).

Based on our audit findings, we recommended that the PBS Commissioner: (1) evaluate the upfront planning requirements to determine if revisions are necessary to align the expectations of Central Office and regional offices to reduce extensions and holdovers, (2) increase collaboration with tenant agencies and communicate the importance of compliance with upfront planning milestones to reduce extensions and holdovers, and (3) increase awareness and training of the appropriate uses of all RLP models.

The PBS Commissioner partially agreed with our report findings and fully agreed with our report recommendations.

## AUDIT OF COMPETITION IN THE PUBLIC BUILDINGS SERVICE'S NATIONAL CAPITAL REGION CONTRACTS

Report Number A190019/P/R/R20010, dated September 23, 2020

We included this audit in our *Fiscal Year 2019 Audit Plan* as a result of our risk assessment of the operations of GSA's PBS National Capital Region (NCR). Our audit focused on whether PBS NCR expanded its use of competition on procurements in Fiscal Years 2017 and 2018. The objectives of our audit were to determine if PBS NCR is: (1) meeting its goals for contract competition rates and number of one-bid proposals and (2) adhering to competition requirements in the FAR to ensure the government is getting fair and reasonable pricing.

According to the data in the Federal Procurement Data System-Next Generation (FPDS-NG), PBS NCR failed to meet its competition goals in Fiscal Years 2017 and 2018. We found that poor contracting practices and insufficient oversight contributed to the missed opportunities to compete contracts and ensure fair and reasonable prices for the federal government. In our sample, PBS NCR contracting staff often did not prepare acquisition plans and justifications for other than full and open competition; and PBS NCR management often did not provide oversight of these procurements. Additionally, PBS NCR's contract files for contracts awarded without competition lacked evidence of price reasonableness determinations. Finally, although the data indicates that PBS NCR did not meet its goals for contract competition and number of one-bid proposals, we found that the FPDS-NG data PBS NCR used to compute competition rates was inaccurate for 7 of the 20 (35 percent) contracts in our sample. Most of the inaccuracies occurred because PBS NCR erroneously reported that contracts were competed when they were not.

Based on audit findings, we recommended that the PBS NCR Regional Commissioner establish controls to ensure that: (1) decisions to forego competition, both in the acquisition plan and justification documentation, are reviewed and approved at the appropriate level; and (2) contracting staff are taking the appropriate steps to award contracts at fair and reasonable prices, and that reasonable price determinations are documented in contract files; and FPDS-NG data is input accurately and reviewed for accuracy.

GSA agreed with our report recommendations.

## AUDIT OF GSA'S CONTROLS TO PREVENT CONTRACTING WITH SUSPENDED AND DEBARRED CONTRACTORS

Report Number A180104/Q/2/P20004, dated June 19, 2020

The suspension and debarment process protects the federal government from fraud, waste, and abuse by using a number of tools to help prevent government agencies from doing business with irresponsible and dishonest contractors. If this process is circumvented or otherwise rendered ineffective, government funds end up in the hands of those who are suspected or known to have committed wrongdoing.

Once a federal agency makes the decision to suspend or debar an entity, the agency is responsible for entering the exclusion information into the System for Award Management (SAM) database within 3 working days after the action becomes effective. The Office of GSA IT is responsible for monitoring and ensuring that contractors' exclusion information in GSA's eTools, which consist of GSA *Advantage!*, GSA eLibrary, and GSA eBuy, stays up-to-date with the most current information in SAM.

The objectives of this audit were to determine whether: (1) GSA has established internal controls to ensure that its eTools are updated with exclusion information for suspended and debarred contractors in a timely manner; and (2) there are adequate controls in SAM to prevent agencies from completing an exclusion entry for suspended and debarred contractors without entering a unique entity identifier.

We found that GSA did not update the exclusion status for suspended and debarred contractors in eTools in a timely manner. As a result, federal agencies can unknowingly execute contract actions, including awarding a new contract, to contractors that have been suspended or debarred. We found several instances where excluded contractors were incorrectly listed on GSA's eTools and one instance where an agency purchased services off a GSA Multiple Award Schedule contract from an excluded contractor.

In addition, exclusion information for suspended and debarred contractors was not entered into SAM in accordance with federal regulations. We found that agencies are selecting the incorrect classification type, omitting the unique entity identifier, inputting incorrect contractor addresses, and omitting cross-reference data. This can prevent agencies from discovering the affiliations between entities with active exclusions and could lead to suspended and debarred contractors improperly receiving government awards.

Based on our audit findings, we recommended that the Office of GSA IT: (1) identify the root cause(s) for failures to update exclusion statuses of suspended and debarred contractors within GSA's eTools and take corrective action to ensure eTools are updated with the exclusion list from SAM as scheduled; and (2) implement an automated reconciliation process to confirm daily updates were successful.

We also recommended that the GSA Office of Government-wide Policy, Suspension and Debarment Division coordinate with the Interagency Suspension and Debarment Committee to determine how best to provide more complete exclusion data as required by FAR 9.404, *Exclusions in the System for Award Management*.

The GSA Chief Information Officer and the Office of Government-wide Policy Associate Administrator agreed with our report recommendations.

## **AUDIT OF GSA'S COMPLIANCE WITH THE GEOSPATIAL DATA ACT OF 2018**

### **Report Number A201005/M/T/F20005, dated September 25, 2020**

On October 5, 2018, Congress passed the Geospatial Data Act of 2018 (GDA), which was included as Subtitle F of the Federal Aviation Administration Reauthorization Act of 2018. The GDA requires the inspector general of each applicable agency to conduct an audit, not less than once every 2 years, of the agency's compliance with the Act. The objective of our audit was to assess GSA's implementation of the requirements set forth in the GDA. Specifically, we evaluated GSA's compliance with the 13 requirements under Section 759(a) of the GDA.

We found that GSA needs to improve the quality of the Inventory of Owned and Leased Properties (IOLP) data and strengthen its internal controls to better meet the requirements of the GDA. GSA's IOLP data and metadata was not adhering to applicable geospatial data standards. Additionally, GSA did not have effective internal controls in place to ensure the quality of the geospatial data in the IOLP. Due to these issues, GSA's ability to fulfill 4 of the 13 covered agency responsibilities related to geospatial data quality was impaired.

Based on our audit findings, we recommended that the GSA Chief Information Officer and PBS Commissioner establish effective internal controls to ensure that the IOLP data and the associated metadata is complete, accurate, and correctly formatted prior to publication; and oversight responsibilities are assigned and procedures related to data and metadata quality are implemented, effective, and consistently followed.

The GSA Chief Information Officer and PBS Commissioner agreed with our report recommendations.

## **ALERT MEMORANDUM: RAW SEWAGE FROM THE TERRY SANFORD FEDERAL BUILDING AND COURTHOUSE IN RALEIGH, NORTH CAROLINA, IS DISCHARGING INTO LOCAL WATERWAYS**

### **Memorandum Number A190100-2, dated June 3, 2020**

During the course of our audit of PBS’s planning and execution for small and limited scope projects, we found GSA studies that showed the agency was likely committing a serious environmental violation at the Terry Sanford Federal Building and U.S. Courthouse (the Terry Sanford Building).

We found that three GSA studies showed that due to cross-connected pipes, raw sewage was discharging from the Terry Sanford Building into the local stormwater system and adjoining waterway, likely in violation of the Clean Water Act and various local ordinances. Records indicated that PBS personnel in the Southeast Sunbelt Region were made aware of the issue at least as far back as November 2012. Nonetheless, GSA failed to take appropriate action to fix the problem or report it to the City of Raleigh or the U.S. Environmental Protection Agency. Accordingly, we alerted GSA management to take immediate action to remedy the situation and report the issue to the City of Raleigh and the U.S. Environmental Protection Agency.

## **AUDIT OF GSA’S FISCAL YEAR 2019 TRAVEL CARD PROGRAM**

### **Report Number A200984/O/3/F20004, dated September 18, 2020**

OMB Memorandum M-13-21, *Implementation of the Government Charge Card Abuse Prevention Act of 2012*, requires audits of travel card programs with \$10 million dollars in prior year travel spending. In Fiscal Year 2019, GSA’s travel card spending totaled approximately \$10.7 million dollars. Our audit objectives were to determine if: (1) GSA’s travel card program had controls in place to ensure compliance with GSA, OMB, and federal guidelines; and (2) GSA travel card transactions were properly and fully supported, reported, and approved.

We did not find any travel card transactions in our sample that were not properly and fully supported, reported, and approved. Nonetheless, GSA’s Office of Administrative Services (OAS) has opportunities to strengthen its controls over the program to ensure compliance with GSA, OMB, and federal guidelines. We found that OAS failed to ensure travel card coordinators and GSA travel cardholders completed required travel card training. We also found that OAS’s process to review delinquent travel card accounts does not ensure that delinquencies are resolved.

Based on our audit findings, we recommended that OAS Chief Administrative Services Officer strengthen controls to ensure that: (1) travel card coordinators and GSA travel cardholders complete required travel card training in accordance with GSA policy, and (2) delinquent travel card accounts are resolved.

The OAS Chief Administrative Services Officer agreed with our report recommendations.

## THE FEDERAL ACQUISITION SERVICE'S REPORTING OF SMALL BUSINESS PROCUREMENTS CONTAINED SIGNIFICANT INACCURACIES

Report Number A170121/Q/6/P20006, dated September 14, 2020

We performed this audit based upon previous preaward contract audit work that identified a small business award in which the work was primarily performed by a large business. Congress established an annual government-wide goal for contracting directly with small businesses. In addition, each year, the Small Business Administration works with federal agencies to set additional agency-specific small business procurement goals. Agencies must report all contract actions in the GSA-managed FPDS-NG. Our audit objective was to determine if FAS properly identifies and reports small business procurements in accordance with the FAR.

We sampled procurements that FAS identified as small business in Fiscal Years 2016 and 2017. We found that FAS's reporting of small business procurements contained significant inaccuracies. We identified \$89 million in procurements erroneously recorded as small business in the FPDS-NG. While FAR 4.604, *Responsibilities*, specifies that the awarding contracting officer has the responsibility to accurately identify and report small business procurements, FPDS-NG limitations do not allow contracting officers to accurately report small business procurements at the task order level.

In addition, FAS's small business procurement reporting does not identify the extent of the work performed by large businesses. We found approximately \$120 million of small business procurements in which large businesses performed a portion of the work. Because there is no requirement for small businesses or FAS to report how much of the work is performed by large businesses, the reported information may not provide an accurate assessment of FAS's small business procurements.

Based on our audit finding, we recommended that the FAS Commissioner: (1) address the FPDS-NG limitations to ensure that contracting officers can accurately identify, and the data will accurately reflect, small business procurements; and (2) hold discussions with the Small Business Administration to consider if changes should be initiated to require reporting of subcontracting and reseller work for small business procurements.

The FAS Commissioner partially agreed with our first recommendation and fully agreed with the second recommendation. FAS agreed to provide a corrective action plan to address both recommendations.

## **AUDIT OF THE GSA FEDERAL ACQUISITION SERVICE'S NEW ENGLAND REGION CLIENT SUPPORT CENTER**

**Report Number A170063/Q/2/P20005, dated July 20, 2020**

The Office of Assisted Acquisition Services (AAS) is one of the business lines that operates under FAS. AAS is the largest GSA Acquisition Services Fund portfolio by revenue, and FAS plans to expand its services and develop new programs to assist customers with acquisitions through AAS. AAS comprises regional Client Support Centers (CSCs) throughout the United States. Our past audits of the AAS CSCs have identified the need to strengthen controls and increase oversight and monitoring of transactions. Accordingly, we performed CSC audits in the New England Region (Region 1), Mid-Atlantic Region, and Pacific Rim Region. The objective of this audit was to determine if the Region 1 CSC awards and administers task orders in accordance with federal regulations and internal GSA policy.

The FAS Region 1 CSC has not awarded and administered task orders in accordance with federal regulations and internal GSA policy. We found multiple issues with FAS's award and administration of task orders in the Region 1 CSC, including: acquisition plans were not prepared in accordance with FAR and General Services Acquisition Manual guidance; quality assurance surveillance plans were not prepared or used properly; legal reviews were not performed in accordance with GSA guidance; and independent government cost estimates lacked supporting documentation.

We also identified other instances of inadequate task order administration, including a contractor who was still performing work past the task order period of performance; and contracting officers who did not document their determination of task order pricing as fair and reasonable.

Based on our audit findings, we recommended that the FAS Regional Commissioner and the Region 1 CSC Director develop, implement, and maintain the policies and procedures necessary to ensure that: (1) acquisition plans are prepared in accordance with the FAR and General Services Acquisition Manual; (2) guidance is established for the development and use of quality assurance surveillance plans and that surveillance activities outlined in the quality assurance surveillance plans are properly performed and documented; (3) required legal reviews are performed and documented by regional Office of General Counsel; (4) independent government cost estimates contain sufficient detail and supporting documentation to determine the basis for the estimates; (5) task orders are performed within their allowed period of performance; and (6) fair and reasonable price determinations are properly documented.

The FAS Commissioner agreed with our report recommendations.



## **GSA COMPLIED WITH THE IMPROPER PAYMENTS ACTS IN FISCAL YEAR 2019**

**Report Number A200974/B/5/F20002, dated May 15, 2020**

We performed this audit as required by the Improper Payments Information Act of 2002, the Improper Payments Elimination and Recovery Act of 2010, and the Improper Payments Elimination and Recovery Improvement Act of 2012—collectively referred to as the Improper Payments Acts. These laws aim to eliminate and recover payments improperly made by federal agencies. The Improper Payments Acts require federal agencies to review their programs and identify those that are susceptible to significant improper payments.

The objective of our audit was to determine if GSA complied with the Improper Payments Acts in Fiscal Year 2019.

We determined that, in Fiscal Year 2019, GSA complied with the Improper Payments Acts.

## **GSA OFFICE OF INSPECTOR GENERAL'S FISCAL YEAR 2019 RISK ASSESSMENT OF GSA'S CHARGE CARD PROGRAM**

**Memorandum Number A200999, dated September 30, 2020**

We conducted a risk assessment of GSA's charge card program to identify and analyze risks of illegal, improper, or erroneous purchases related to GSA's purchase and travel cards. We based our risk assessment on limited purchase card testing and our *Audit of GSA's Fiscal Year 2019 Travel Card Program*.

Through our limited purchase card testing, we noted OAS should improve its purchase card controls to ensure cardholders are uploading supporting documentation into GSA's system of record. Our travel card assessment, based on our travel card audit, found that OAS does not have an adequate review process to address cardholder delinquencies. We also found that OAS did not ensure that travel card coordinators and GSA travel cardholders completed mandatory travel card training. We identified opportunities for improvement and recommendations to strengthen controls over the travel card program to ensure compliance with GSA, OMB, and federal guidelines.

Based on our limited purchase card testing and the results of our travel card audit, we assessed the risks related to purchase and travel cards as moderate and low, respectively.

# SUMMARY OF CONTRACT AUDIT REPORTS

The Office of Audits issues contract audit reports to provide assistance to contracting officials in awarding and administering GSA contracts. The two primary types of contract audits include:

- Preaward audits provide GSA contracting officials with information to use when negotiating fair and reasonable GSA contract prices.
- Postaward audits examine GSA contractor’s adherence to contract terms and conditions.

During the period April 1, 2020, to September 30, 2020, we issued 26 contract audit reports. In these reports, we found:

- 14 contractors overcharged GSA customers.
- 12 contractors did not submit accurate, current, and complete information.
- 11 contractors did not comply with price reduction provisions.
- 8 contractors did not adequately accumulate and report schedule sales for Industrial Funding Fee payment purposes and/or did not correctly calculate and submit their Industrial Funding Fee payments.
- 3 contractors assigned employees who were unqualified for their billable positions to work on GSA schedule task orders.
- 3 contractors did not follow other terms and conditions of their contracts.

We also recommended nearly \$99 million in cost savings. This includes funds that could be put to better use, which is the amount the government could save if our audit findings are implemented. It also includes questioned costs, which is money that should not have been spent such as overbillings and unreported price reductions.

## April 1, 2020 – September 30, 2020

CONTRACT AUDIT REPORTS	
Recommendations that funds be put to better use	\$89,353,053
Questioned Costs	\$9,529,672

# FAR DISCLOSURE PROGRAM

The FAR requires government contractors to disclose credible evidence of violations of federal criminal law under Title 18 of the United States Code (18 U.S.C.) and the False Claims Act to agencies' OIGs. To facilitate implementation of this requirement, we developed internal procedures to process, evaluate, and act on these disclosures and created a website for contractor self-reporting.

## FAR RULE FOR CONTRACTOR DISCLOSURE

Federal Acquisition Regulation 52.203-13(b) implements the Close the Contractor Fraud Loophole Act, Public Law 110–252, Title VI, and Chapter 1. Under the rule, a contractor must disclose, to the relevant agency's OIG, certain violations of federal criminal law (within 18 U.S.C.), or a violation of the civil False Claims Act, connected to the award, performance, or closeout of a government contract performed by the government contractor or subcontractor. The rule provides for suspension or debarment of a contractor when a principal knowingly fails to disclose, in writing, such violations in a timely manner.

## DISCLOSURES FOR THIS REPORTING PERIOD

As disclosures are made, the Offices of Audits, Investigations, and Counsel jointly examine each acknowledgment and make a determination as to what actions, if any, are warranted. During this reporting period, we received eight new disclosures. The matters disclosed include bribery and fraud scheme; unqualified labor; prohibited recruitment fees; price reduction clause violations; contract disclosure deficiencies; vendor fraud; and kickbacks. We concluded our evaluation of four disclosures that resulted in over \$1.3 million in settlements and recoveries to the government. We also assisted on eight disclosures referred by another agency because of the potential impact on GSA operations and continued to evaluate 20 pending disclosures.

# STATISTICAL SUMMARY OF OIG AUDITS

April 1, 2020 – September 30, 2020

OFFICE OF AUDITS	
Total financial recommendations	\$99,510,973
These include:	
Recommendations that funds be put to better use	\$89,353,053
Questioned costs	\$10,157,920
Audit reports issued	38
Audit memoranda provided to GSA	4
GSA Management decisions agreeing with audit recommendations	\$52,557,244

## Audit Reports Issued

The OIG issued 38 audit reports. These reports contained financial recommendations totaling over \$99.5 million, including more than \$89.3 million in recommendations that funds be put to better use and over \$10.1 million in questioned costs. Due to GSA's mission of negotiating contracts for government-wide supplies and services, most of the savings from recommendations that funds be put to better use would be applicable to other federal agencies.

## Management Decisions on OIG Audit Reports

Table 1 summarizes the status of audits requiring management decisions during this period, as well as the status of those audits as of September 30, 2020. There were two reports more than 6-months old awaiting management decision as of September 30, 2020. Table 1 does not include one implementation review that were issued during this period because it was excluded from the management decision process. Table 1 also does not include three reports excluded from the management decision process.

**Table 1. GSA Management Decisions on OIG Reports**

	NUMBER OF REPORTS	REPORTS WITH FINANCIAL RECOMMENDATIONS*	TOTAL FINANCIAL RECOMMENDATIONS
For which no management decision had been made as of 4/01/2020			
Less than 6 months old	14	7	\$18,945,517
Six or more months old	2	2	\$196,689,312
Reports issued this period	37	22	\$99,510,973
<b>TOTAL</b>	<b>53</b>	<b>31</b>	<b>\$315,145,802</b>
For which a management decision was made during the reporting period			
Issued prior periods	14	7	\$18,945,517
Issued current period	18	12	\$34,714,161
<b>TOTAL</b>	<b>32</b>	<b>19</b>	<b>\$53,659,678</b>
For which no management decision had been made as of 9/30/2020			
Less than 6 months old	19	10	\$64,796,812
Six or more months	2	2	\$196,689,312
<b>TOTAL</b>	<b>21</b>	<b>12</b>	<b>\$261,689,124</b>

\* These totals include audit reports issued with both recommendations that funds be put to better use and questioned costs.

## GSA Management Decisions on OIG Reports with Financial Recommendations

Tables 2 and 3 present the reports identified in Table 1 as containing financial recommendations by category (funds be put to better use or questioned costs).

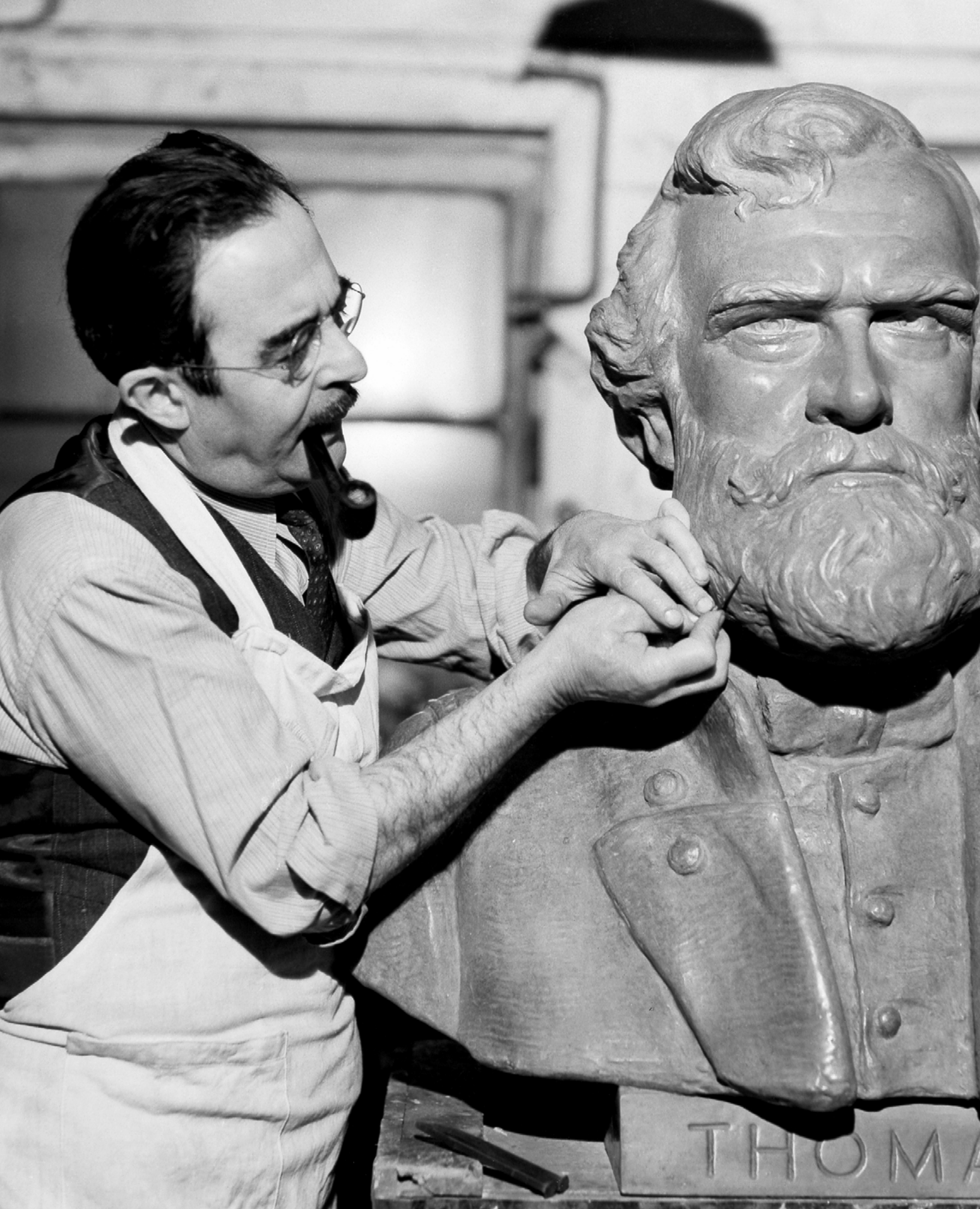
**Table 2. GSA Management Decisions on OIG Reports with Recommendations that Funds Be Put to Better Use**

	NUMBER OF REPORTS	FUNDS BE PUT TO BETTER USE
For which no management decision had been made as of 4/01/2020		
Less than 6 months old	3	\$18,223,511
Six or more months	2	\$195,773,663
Reports issued this period	13	\$89,353,053
<b>TOTAL</b>	<b>18</b>	<b>\$303,350,227</b>
For which a management decision was made during the reporting period		
Recommendations agreed to by management	9	\$46,148,783
Recommendations not agreed to by management	1	\$1,102,434
<b>TOTAL</b>	<b>10</b>	<b>\$47,251,217</b>
For which no management decision had been made as of 9/30/2020		
Less than 6 months old	6	\$60,325,347
Six or more months old	2	\$195,773,663
<b>TOTAL</b>	<b>8</b>	<b>\$256,099,010</b>

## GSA Management Decisions on OIG Reports with Questioned Costs

Table 3. GSA Management Decisions on OIG Audit Reports with Questioned Costs

	NUMBER OF REPORTS	QUESTIONED COSTS
For which no management decision had been made as of 4/01/2020		
Less than 6 months old	5	\$722,006
Six or more months old	1	\$915,649
Reports issued this period	12	\$10,157,920
<b>TOTAL</b>	<b>18</b>	<b>\$11,795,575</b>
For which a management decision was made during the reporting period		
Disallowed costs	11	\$6,408,461
Costs not disallowed	0	\$0
<b>TOTAL</b>	<b>11</b>	<b>\$6,408,461</b>
For which no management decision had been made as of 9/30/2020		
Less than 6 months old	6	\$4,471,465
Six or more months old	1	\$915,649
<b>TOTAL</b>	<b>7</b>	<b>\$5,387,114</b>



Since 2001, GSA OIG has worked with the agency's Fine Arts Program to recover for the federal government more than 700 pieces of Works Progress Administration (WPA) artwork with a comparative value of more than \$8 million.



# SIGNIFICANT INSPECTIONS

# SIGNIFICANT INSPECTIONS

The Office of Inspections conducts systematic and independent assessments of the agency’s operations, programs, and policies, and makes recommendations for improvement. Reviews involve on-site inspections, analyses, and evaluations to provide information that is timely, credible, and useful for agency managers, policymakers, and others. Inspections may include an assessment of efficiency, effectiveness, impact, and sustainability of any agency operation, program, or policy. Inspections are performed in accordance with the Council of Inspectors General for Integrity and Efficiency’s *Quality Standards for Inspection and Evaluation*.

During this reporting period, the office issued two inspection reports with eight recommendations.

## **GSA’S PERFORMANCE AND APPRAISAL SYSTEM FOR SENIOR EXECUTIVES REMAINS DEFICIENT**

### **Report Number JE20-001, dated June 9, 2020**

The Office of Inspections initiated an evaluation on GSA’s Senior Executive Service (SES) performance appraisal system in response to a Hotline complaint. The complaint alleged that GSA violated the legal requirement of its SES Performance Rating System. This evaluation revealed that GSA management did not address key issues identified in our prior report, *GSA Practices for Executive Performance Recognition and Awards* (May 16, 2013), which found deficiencies in GSA’s SES performance management system that violated legal and policy requirements, and failed to protect the rights of SES members. Our 2020 report found that GSA did not take adequate corrective action to address the prior report findings. We found that the agency failed to provide meaningful summary ratings, failed to provide meaningful opportunities for a higher-level review, failed to provide timely performance plans, failed to publish Performance Review Board membership in the Federal Register, and violated legal requirements of SES award practices. We also identified additional legal and policy deficiencies relating to GSA’s higher-level review practices.

We found that in some instances, GSA did not follow federal regulations, the SES Desk Guide, or their own policy and guidelines when evaluating executives’ performance.

To address these findings, we made six recommendations to the Chief Human Capital Officer:

1. Ensure initial summary ratings are issued after the rater has considered all applicable performance information so that executives have a meaningful opportunity for higher-level review.
2. Formalize the tracking of performance plans to ensure plans are issued to every executive and that the plans are provided before or at the start of a performance period in accordance with 5 C.F.R. § 430.306.

3. Ensure that each year a notice of Performance Review Board (PRB) appointments is published in the Federal Register, or alternatively, the agency publishes a multi-year roster, in accordance with 5 C.F.R. § 430.311.
4. Ensure that assignments of higher-level reviewers conform to 5 C.F.R. § 430.309 and Office of Personnel Management (OPM) guidance.
5. Ensure final summary ratings and performance awards comply with 5 C.F.R. § 534.405, OPM guidance, and GSA policy.
6. Notify OPM of the results of this review.

## **GSA OFFICE OF MISSION ASSURANCE 2018 EAGLE HORIZON EXERCISE RESULTS DID NOT PROPERLY REFLECT AGENCY’S STATE OF READINESS**

### **Report Number JE20-002, dated August 13, 2020**

The annual Federal Emergency Management Agency (FEMA) Eagle Horizon exercises are a critical part of the Executive Branch’s compliance with the test, training, and exercise element of Presidential Policy Directive 40, *National Continuity Policy*. The 2018 Eagle Horizon tested the effectiveness of FEMA’s national continuity programs as part of the larger National Level Exercise.

GSA is one of four agencies assigned the primary function of supporting reconstitution of the Executive Branch, including the Executive Office of the President. GSA’s specific primary function is to lead and coordinate federal government physical reconstitution efforts, including acquisition and provisioning of real property, commercial goods, information technology, and critical contract services. The Office of Inspections initiated an evaluation of the GSA Continuity of Operations Program based on an anonymous hotline complaint regarding the agency’s self-reporting of its participation in the FEMA 2018 Eagle Horizon exercise (2018 Exercise). GSA Office of Mission Assurance (OMA) participated in the 2018 Exercise to evaluate GSA’s ability to meet the exercise objective, demonstrate familiarity with continuity plans and procedures, and validate the agency’s ability to operate while maintaining mission functions.

Our evaluation found that OMA personnel did not adequately plan the 2018 Exercise, used an insufficient, incomplete, and outdated GSA Continuity Plan to conduct the 2018 Exercise, and assigned some of the evaluators’ collateral duties that limited their opportunity to observe GSA participants during the 2018 Exercise. Further, we found that OMA did not have a designated alternate location for the GSA National Capital Region to perform its critical responsibilities related to the continuity of operations.

We also found that OMA management changed the results of two 2018 Exercise assessments in order to reflect more favorable ratings than the agency's FEMA-trained exercise evaluators assigned. OMA management changed the results for all six exercise evaluation guide rating criteria assessed by the evaluators to reflect more favorable results. The changes by OMA management to the exercise guide also misrepresented an OMA director as an exercise evaluator. OMA management also changed the results of the evaluators' After Action Report to reflect more favorable ratings for 33 of the 56 report criteria. Further, the changes made by OMA management, to both the evaluation guide and the After Action Report, misrepresented the concurrence of the evaluators on the results of the exercise, and were not supported by the 2018 Exercise documentation.

As a result, the evaluation guide submitted to FEMA did not represent the assessment of GSA's FEMA-trained evaluators. Additionally, the After Action Report submitted to the GSA Deputy Administrator failed to alert senior leadership of the need for corrective actions in order for the agency to achieve the state of readiness needed to fully execute its mission and primary functions. Finally, we found that GSA's 2018 Exercise draft corrective action plan was never completed and the draft corrective action plan did not address the deficiencies identified during the exercise.

To address these findings, we recommended the following actions to the GSA Deputy Administrator:

1. Conduct an independent review of the 2018 Eagle Horizon results, including the evaluators' notes, the FEMA exercise evaluation guide, and the initial June 6, 2018 After Action Report, and develop a corresponding corrective action plan. Any resultant updated FEMA exercise evaluation guide should be resubmitted to FEMA.
2. The OMA Associate Administrator should update or develop internal policies on planning and reporting on test, training, and exercise events to align with federal continuity of operations directives and requirements.

# SIGNIFICANT INVESTIGATIONS



Photo: Fresco paintings surrounding doorway to room 5138, Department of Justice, Washington, D.C.

# SIGNIFICANT INVESTIGATIONS

The Office of Investigations conducts independent and objective investigations relating to GSA programs, operations, and personnel. The office consists of special agents with full statutory law enforcement authority to make arrests, execute search warrants, serve subpoenas, and carry concealed weapons. Special agents conduct investigations that may be criminal, civil, or administrative in nature and often involve complex fraud schemes. Investigations can also involve theft, false statements, extortion, embezzlement, bribery, anti-trust violations, credit card fraud, diversion of excess government property, and digital crimes. During this reporting period, the office opened 53 investigative cases, closed 62 investigative cases, referred 88 subjects for criminal prosecution, and helped obtain 12 convictions. Civil, criminal, and other monetary recoveries resulting from our investigations totaled over \$89 million.

# CRIMINAL INVESTIGATIONS

## **THREE SENTENCED AND SETTLEMENT AGREEMENT REACHED IN FRAUD AND MONEY LAUNDERING SCHEME INVOLVING OVER \$200 MILLION IN SMALL BUSINESS CONSTRUCTION CONTRACTS**

A GSA OIG investigation found that Mark Spindler, a certified public accountant; Nicholas Rivecca, Sr., co-owner of Sonag Ready Mix, LLC; and James Hubbell, former co-owner of C3T, Inc.; conspired with Brian Ganos, president of Sonag Company, Inc., to form Nuvo Construction Company, Inc., C3T, Inc., and Pagasa Construction Company. Ganos and the co-conspirators made false representations to the government in order to obtain set-aside construction contracts in the Milwaukee area valued at over \$200 million. The contracts were issued under the U.S. Small Business Administration (SBA) 8(a), Department of Transportation Disadvantaged Business Enterprise, and Department of Veterans Affairs Service-Disabled Veteran-Owned Small Business set-aside programs. On August 19, 2020, Spindler was sentenced to three months' incarceration, 36 months' supervised release, 100 hours of community service assisting disadvantaged individuals, and a \$7,500 fine. Spindler was previously found guilty of conspiring with Ganos and others. On September 15, 2020, Rivecca was sentenced to 36 months' probation and 1200 hours of community service assisting disadvantaged individuals. On September 23, 2020, Hubbell was sentenced to 24 weekends' intermittent confinement, 36 months' probation, and 200 hours of community service assisting disadvantaged individuals. Hubbell also agreed to pay \$70,000 to resolve covered conduct under the False Claims Act for his role in the conspiracy. Rivecca and Hubbell previously pleaded guilty to conspiracy to defraud the United States. On May 18, 2020, Lori Michaud, company accountant for Sonag, Nuvo, C3T, and Pagasa, agreed to pay \$75,000 to resolve covered conduct under the False Claims Act for her role in the conspiracy. GSA OIG investigated this case with the FBI, VA OIG, DOT OIG, SBA OIG, DCIS, Army CID, and Defense Contract Audit Agency.



### **THREE INDICTED AND CORPORATION SENTENCED IN \$2.3 MILLION BRIBERY AND CONTRACT FRAUD SCHEME**

GSA OIG initiated an investigation into allegations that Keith Seguin, a former U.S. Air Force employee; Rubens Fiuza Lima, the owner of Impex, Inc.; and David J. Bolduc, Jr., one of the owners of QuantaDyn Corporation; conspired in a bribery scheme that spanned more than a decade and impacted GSA contracts valued over \$400 million. In October 2019, a federal grand jury in San Antonio returned an indictment against QuantaDyn, Bolduc, Seguin, and Fiuza Lima charging them with conspiracy to defraud the U.S., conspiracy to commit wire fraud, and conspiracy to commit money laundering. Specifically, from 2006 to 2018, Bolduc and QuantaDyn allegedly paid more than \$2.3 million in bribes to Seguin, who was intimately involved with GSA and Department of Defense contracts. In return, Seguin used his position to steer government contracts and subcontracts for military training simulators to QuantaDyn. The indictment further alleges that a portion of the bribe money paid to Seguin was laundered through Fiuza Lima's company, Impex, Inc. On September 15, 2020, QuantaDyn pleaded guilty to conspiracy to commit wire fraud. Pursuant to the terms in the plea agreement, QuantaDyn was sentenced to five years' probation and was ordered to pay \$37.7 million in restitution, a \$6.3 million fine, forfeit \$7.1 million in seized assets, and pay a \$22.8 million forfeiture money judgment. QuantaDyn and its Chief Executive Officer, William Dunn, Jr., separately entered into a civil settlement agreement to resolve False Claims Act violations. Pursuant to the agreement, Dunn paid the government \$500,000 to resolve his personal False Claims Act liability. GSA OIG continues to investigate this case with IRS-CI, DCIS, Army CID (MPFU), and AFOSI.

### **GOVERNMENT CONTRACTORS PLEADED GUILTY TO THEIR INVOLVEMENT IN HISTORICALLY UNDER-UTILIZED BUSINESS ZONES FRAUD SCHEME**

A GSA OIG investigation revealed that officers and employees of Odyssey International, Inc. (Odyssey), falsely certified in the GSA System for Award Management that the company was located in a historically underutilized business zone (HUBZone) in order to bid on a federal contracts set aside for HUBZone businesses. Kin Shing Paul Lee, Chief Financial Officer, and Michael Tingey, Chief Operating Officer, admitted to conspiring to generate documents that supported its claim that Odyssey employees resided in a HUB Zone, knowing the documents were fictitious. As a result of the scheme, Odyssey received over \$90 million in federal government construction contracts that it was not entitled to receive. On September 8, 2020, Tingey pleaded guilty to wire fraud and Lee pleaded guilty to wire fraud, money laundering, and aiding and abetting in the filing of a false tax return. As a part of their guilty pleas, Lee and Tingey agreed to asset forfeitures totaling \$7.8 million in restitution to the United States. Both are awaiting sentencing. GSA OIG investigated this case with SBA OIG, IRS-CI, Army CID, AFOSI, and the FBI.

### **GOVERNMENT CONTRACTOR AND ANOTHER SENTENCED IN BRIBERY AND KICKBACK SCHEME**

A GSA OIG investigation found that, over a 5-year period, Bhaskar Patel, a former senior project manager for Schneider Electric Building America, Inc. (Schneider), received more than \$2.5 million in kickbacks in exchange for awarding work to subcontractors under Schneider’s federal contracts. On June 19, 2020, having previously pleaded guilty, Patel was sentenced to three years’ probation and ordered to pay a forfeiture of \$2.56 million. Reinaldo Cruz Taura, President of RCT Mechanical Engineering previously pleaded guilty to providing over \$1.2 million in kickbacks to Patel to obtain government work and admitted to falsely inflating the expenses billed under the subcontract to cover the kickbacks. On July 2, 2020, Taura was sentenced to eight months’ incarceration, two years’ home confinement, five months’ community service, and was required to pay \$793,239 in restitution and a \$10,000 fine. GSA OIG investigated this case with VA OIG, NCIS, USDA OIG, USCG, and the FBI.

### **FORMER TRIBAL EXECUTIVES SENTENCED AND ONE OTHER PLEADED GUILTY IN SCHEME TO STEAL FEDERAL FUNDS**

A GSA OIG investigation determined that executives and controllers of the Alabama-Quassarte Tribal Town (AQTT), Wetumka, Oklahoma, participated in a fraud scheme to falsely certify in SAM that AQuate Corporation was an SBA 8(a) company, and that it complied with the performance requirements of the set-aside government contracts it received. During his employment as an executive at AQTT-owned companies, Aaron Terry utilized federal assistance funds from several company subsidiaries for his personal benefit. One of Terry’s co-conspirators failed to account for and fully pay the Internal Revenue Service the federal taxes withheld from employees’ pay. Another co-conspirator, Timothy Reavis, fraudulently misrepresented adjusted gross income amounts on Terry’s official tax filings. On August 13, 2020, having previously pleaded guilty to theft and conspiracy charges, Terry was sentenced to four years’ imprisonment, three years’ supervised release, and ordered to pay restitution in the amount of \$1.25 million. Terry was also sentenced to three years’ imprisonment, one year supervised release, and ordered to pay restitution in the amount of \$105,000 related to federal tax law violations. Both of Terry’s sentencing will run concurrently. On August 4, 2020, Reavis pleaded guilty to aiding and assisting in the preparation and presentation of a false tax return and is awaiting sentencing. George P. Tiger, the former Chairman of the Economic Development Authority Board on behalf of the AQTT, previously pleaded guilty to accepting bribes while serving as Chairman of the board. On August 13, 2020, Tiger was sentenced to one year imprisonment, two years’ supervised release, and ordered to pay a \$10,000 fine for bribery concerning programs receiving federal funds. GSA OIG investigated this case with DCIS, SBA OIG, IRS-CI, Army CID, and NCIS.

### **GSA CONTRACTOR AGREES TO PAY \$1.25 MILLION TO RESOLVE KICKBACK AND FRAUD ALLEGATIONS**

On June 8, 2020, Alutiiq International Solutions, LLC (Alutiiq), signed a non-prosecution agreement with the Department of Justice and agreed to pay GSA over \$1.25 million to resolve allegations that a former Alutiiq manager engaged in a kickback and fraud scheme on a U.S. government construction contract administered by GSA. Alutiiq and its parent company, Afognak Native Corporation (Afognak), have agreed to cooperate with the government's ongoing investigation, and the prosecution of other individuals. Alutiiq and Afognak have agreed to report to DOJ evidence of violations of fraud, anti-corruption, procurement integrity, and anti-kickback laws. The companies also agreed to enhance their compliance program and internal controls to detect and deter fraud and kickbacks in connection with federal government contracts. GSA OIG investigated this case with Department of State OIG, the FBI, and Army CID.

### **THREE INDIVIDUALS PLEADED GUILTY TO THEFT IN A GOVERNMENT PURCHASE CARD FRAUD SCHEME**

A GSA OIG investigation revealed Western Area Power Administration (WAPA), employees conspired with WAPA contractors and acquaintances to make nearly \$1 million in illicit Government Purchase Card (GPC) purchases. The WAPA employees and contractors intentionally deleted warehouse supplies from the electronic inventory system and purported to replenish the items by making fictitious GPC purchases from companies created by their acquaintances. The investigation showed the items were never removed from the warehouse shelves, and the supplies were never actually purchased. Maranda Frazee pleaded guilty to theft of government property and was sentenced on September 24, 2020, to four years' probation, 50 hours' community service, and ordered to pay restitution in the amount of \$194,210. On August 5, 2020, Charles and Britini Branson, both acquaintances, each pleaded guilty to theft of government property and are currently awaiting sentencing. GSA OIG investigated this case with DOE OIG and the FBI.

### **THREE GOVERNMENT CONTRACTORS SENTENCED FOR THEIR INVOLVEMENT IN SERVICE-DISABLED VETERAN-OWNED SMALL BUSINESS AND HISTORICALLY UNDER-UTILIZED BUSINESS ZONES FRAUD SCHEME**

A GSA OIG investigation determined that Frank Apicella and Michael Sforza, owners of FENS Associates, LLC, used the service-disabled status and residence of Apicella's step-son, James, to establish Tactical Office Solutions, LLC, as a Service-Disabled Veteran-owned HUBZone furniture dealership to fraudulently obtain approximately \$16 million in set-aside contracts. On February 5, 2020, Frank Apicella, Sforza, and James Apicella pleaded guilty to an information charging them with conspiracy for their roles in defrauding the Service-Disabled Veteran-owned Small Business and HUBZone programs. On June 17, 2020, James Apicella was sentenced to two years' probation and was ordered to pay a forfeiture money judgment of \$300,000. Frank Apicella and Sforza were sentenced to two years' probation and ordered to each pay a forfeiture money judgment of \$300,000 and a \$300,000 fine. GSA OIG investigated this case with VA OIG and Army CID.

### **MAN SENTENCED IN COMPUTER HACKING SCHEME TARGETING GOVERNMENT EMPLOYEES**

A GSA OIG investigation found that Olumide Ogunremi participated in a computer hacking and identity theft scheme that defrauded vendors of office products valued at nearly \$1 million. The scheme employed "phishing" attacks using emails and websites that mimicked legitimate emails and web pages of the U.S. Government. This led employees of targeted agencies to visit fake web pages where they provided their email account user names and passwords. The conspirators used these stolen credentials to access the employees' email accounts in order to place fraudulent orders for office products, in the employees' names, from vendors who were authorized to do business with U.S. Government agencies. Ogunremi and his co-conspirators directed the vendors to ship the fraudulent orders to individuals in New Jersey and elsewhere. The office products were repackaged and shipped to Nigeria, where they were sold on the black market. On February 20, 2020, Ogunremi pleaded guilty to conspiracy to commit wire fraud. On September 23, 2020, Ogunremi was sentenced to three years' imprisonment, two years' supervised release, and ordered to pay \$68,618 in restitution for his role in a conspiracy to commit wire fraud. GSA OIG investigated this case with EPA OIG, DOC OIG, DCIS, and the FBI.

# CIVIL SETTLEMENTS

## **GOVERNMENT CONTRACTORS COLLECTIVELY AGREE TO PAY \$2.8 MILLION TO RESOLVE FALSE CLAIMS ACT ALLEGATIONS**

On June 30, 2020, representatives of The Ross Group Construction Corporation; The Ross Group, LLC; C3, LLC; and PentaCon, LLC; collectively agreed to pay \$2.8 million to resolve allegations under the False Claims Act that the parties knowingly submitted false claims and false statements in obtaining government contracts that were set aside for companies participating in the SBA 8(a) Business Development Program for socially and economically disadvantaged businesses and the SBA HUBZone Program. It was further alleged that The Ross Group exercised control over C3 and PentaCon, and they were not independently controlled by a socially and economically disadvantaged individual, and were not eligible to obtain the set-aside contracts. GSA OIG investigated this case with DCIS, VA OIG, SBA OIG, and IRS-CI.

## **INDUSTRIES FOR THE BLIND AND VISUALLY IMPAIRED, INC. AGREED TO A \$1.93 MILLION SETTLEMENT TO RESOLVE FALSE CLAIM AND KICKBACK ALLEGATIONS**

On September 25, 2020, Industries for the Blind and Visually Impaired, Inc. (IBVI), agreed to pay over \$1.93 million to resolve allegations the company violated the False Claims Act and the Anti-Kickback Act in connection with certain federal contracts set aside to employ blind and visually impaired workers. The settlement resolves allegations that, between 2009 and 2018, IBVI misrepresented to the U.S. AbilityOne Commission when requesting set-aside contracts for furniture design and installation services that it would maintain a 3:1 blind-to-sighted ratio of employees, and that furniture designers and sales representatives working for IBVI took impermissible payments and gifts from manufacturers on certain contracts. GSA OIG investigated this case with DOI OIG, AFOSI, Army CID, AbilityOne OIG, and the Defense Contract Audit Agency.

## **NORTHCON, INC., AND OWNER AGREED TO A \$500,000 SETTLEMENT TO RESOLVE FALSE CLAIMS ALLEGATIONS**

On June 4, 2020, GSA contractor, Northcon, Inc., and its owner, Randall L. Smith, agreed to pay \$500,000 to resolve allegations under the False Claims Act. The investigation was initiated based on allegations that Northcon, Inc., created a sham principal office and placed no-show employees on their payroll to falsely claim that the company satisfied the HUBZone program's principal office and employee residency requirements in order to continue to receive HUBZone set-aside contracts. GSA OIG investigated this case with AFOSI, Army CID, DCIS, DHS OIG, IRS-CI, and SBA OIG.

### **AUSTIN TELE-SERVICES, LLC, AGREED TO PAY \$330,000 TO RESOLVE FALSE CLAIMS ACT ALLEGATIONS**

On April 13, 2020, GSA contractor Austin Tele-Services, LLC (ATS), agreed to pay \$330,000 to resolve allegations under the False Claims Act that ATS knowingly sold used technology products while representing to government officials that the equipment was new. The civil complaint filed in this case alleged that ATS represented to components of the Department of Defense that the Cisco products it sold included software licenses and warranties, and were eligible for Cisco technical support services; when in fact this was not the case. The complaint further alleged that ATS was not an authorized reseller of Cisco products and that many of the products sold by ATS were resold assets from overseas sources, primarily China. GSA OIG investigated this case with DCIS and Army CID.

## **ADMINISTRATIVE MISCONDUCT**

### **GSA FAS CONTRACTS MANAGER TERMINATED FOR MISUSE OF GOVERNMENT EQUIPMENT AND LACK OF CANDOR**

A GSA OIG investigation determined that a FAS contracts manager misused their official title and government equipment to conduct personal business. Additionally, GSA OIG determined the employee, a full time telework employee, concealed from GSA that they moved from the National Capital Region (NCR) to North Carolina and received NCR locality pay to which the employee was not entitled. On June 8, 2020, the employee was removed from federal service.

### **GSA EMPLOYEE SUSPENDED FOR 30 DAYS**

A GSA OIG investigation determined that a GSA employee stored a sexually explicit image on a shared GSA network drive and used their government issued laptop to query the Internet using sexually explicit terms. On July 14, 2020, the employee was suspended for 30 days.

### **GSA FAS EMPLOYEE DEMOTED AND SUSPENDED FOR 14 DAYS**

A GSA OIG investigation determined that a supervisory transportation operations specialist used their government issued laptop to view sexually explicit material via the internet and possessed eight sexually explicit image files on their laptop. On June 7, 2020, the employee was demoted and suspended for 14 days.

### **GSA FAS CONTRACT SPECIALIST DEMOTED AND RELIEVED OF INTERMEDIATE ACQUISITION LEVEL III CONTRACT WARRANT FOR IMPROPER PURCHASES FROM GSA AUCTION**

A GSA OIG investigation determined that a FAS contract specialist improperly purchased two boats from GSA Auctions in violation of the GSA Standards of Conduct. After being directed to return the boats, the employee made significant alterations to the equipment decreasing their value. On April 29, 2020, the employee was demoted from the grade of GS-13 to GS-12 and their Intermediate Acquisition Level III Contract Warrant (Contracting Authority with a \$10 million limit) was revoked.

### **GSA PBS CONSTRUCTION CONTROL REPRESENTATIVE RETIRED IN LIEU OF TERMINATION FOR USING GOVERNMENT EQUIPMENT TO ACCESS PORNOGRAPHIC MATERIAL**

A GSA OIG investigation determined that a PBS Construction Control Representative used their government issued computer to access, download, view, and transmit sexually explicit material. The employee admitted to using their government computer to search the internet for pornographic material and transmitting the sexually explicit material to colleagues through GSA's communications applications. On September 4, 2020, the employee received a notice of proposed removal and was immediately placed on leave. On September 30, 2020, the employee retired in lieu of termination.

## **FLEET CARD FRAUD**

On September 3, 2020, Emmanuel Alvarado, a member of the Texas Army National Guard, was sentenced to 24 months' imprisonment, three years' supervised release, and ordered to pay \$172,000 in restitution and fines. Alvarado and two co-conspirators had previously pleaded guilty to conspiracy to defraud the United States for their roles in a scheme to steal GSA Fleet credit card credentials and sell counterfeit cards. Alvarado's co-conspirators were previously sentenced in 2019.

Robert Bland, the proprietor of Motive Magic, a windshield repair business, pleaded guilty to wire fraud and theft of government property for fraudulently billing GSA for approximately 400 windshield repairs that he never performed. Between March 2011 and April 2018, Bland created fictitious invoices for windshield repairs he did not perform and fraudulently obtained payment for services he did not provide. On September 4, 2020, Bland was sentenced to 12 months' imprisonment and ordered to pay \$75,000 in restitution. GSA OIG investigated this case with HHS OIG, DCIS, and USMS.

On April 30, 2020, Adonis Tabrizi, a U.S. Navy Anti-Terrorism and Physical Security civilian employee, was removed from federal service by the Department of the Navy for his involvement in a scheme to use GSA Fleet credit cards for personal use. On August 27, 2020, Tabrizi pleaded guilty to embezzlement for his fraudulent use of the GSA Fleet credit cards. Tabrizi was sentenced in the Circuit Court for King George County, Virginia, to 12 months' incarceration and agreed to pay \$2,205 in restitution.

Daniel James McLemore, Timothy Bosart, and Byran Bertran Sweeney were sentenced in the Central District of California for their roles in a scheme to use multiple GSA Fleet credit cards to purchase fuel for personal vehicles, steal identities, and possess unauthorized access devices during the commission of crimes. On May 7, 2020, McLemore was sentenced to 24 months' imprisonment and ordered to pay \$1,104 in restitution. On June 25, 2020, Bosart was sentenced to three years' probation. On July 2, 2020, Sweeney was sentenced to 24 months' imprisonment. On September 24, 2020, Richard Oregel pleaded guilty to one count of bank fraud, in connection with his role in the fraud scheme. GSA OIG investigated this case with USPIS, DCIS, and VA OIG.

On July 28, 2020, Yofre Napoleon Almonte was sentenced to 180 days' imprisonment for his role in a fuel theft ring operating around Salt Lake City, Utah. The scheme involved Almonte and co-conspirators fraudulently using cloned credit cards, including GSA Fleet credit cards, to make fuel purchases. Almonte previously pleaded guilty to identify theft. GSA OIG is investigating this case with the FBI and Salt Lake City Police Department.



# WPA ART INVESTIGATIONS

As a direct result of the cooperative efforts between the OIG and the GSA Office of the Chief Architect's Fine Arts Program (FAP), one piece of Works Progress Administration (WPA) artwork was re-inventoried during this reporting period. This piece of American history is not subject to public sale, but its comparative value totals \$5,000. The FAP will be conserving the piece before placing it on loan to institutions across the country for display.

Since cooperative efforts between the OIG and FAP began in 2001, a total of 772 WPA pieces have been recovered, with a comparative value of \$8,631,350.<sup>1</sup>

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<sup>1</sup> This number includes all pieces of artwork recovered through the joint publicity/recovery efforts of the OIG and FAP. Not all recoveries require direct intervention by the OIG; some are "turn-ins" as a result of publicity or internet searches that reveal the government's ownership.

# OTHER SIGNIFICANT WORK

## SUSPENSION AND DEBARMENT INITIATIVE

GSA has a responsibility to ascertain whether the people or companies it does business with are eligible to participate in federally assisted programs and procurements, and that they are not considered “excluded parties.” Excluded parties are declared ineligible to receive contracts by a federal agency. The FAR authorizes an agency to suspend or debar individuals or companies for the commission of any offense indicating a lack of business integrity or business honesty that directly affects the present responsibility of a government contractor or subcontractor. The OIG has made it a priority to process and forward referrals to GSA, so GSA can ensure that the government does not award contracts to individuals or companies that lack business integrity or honesty.

During this reporting period, the OIG made 32 referrals for consideration of suspension or debarment to the GSA Office of Acquisition Policy or other federal debarment officials. There were 73 actions issued based on current and previous OIG referrals.

## INTEGRITY AWARENESS

The OIG presents Integrity Awareness Briefings nationwide to educate GSA employees on their responsibilities for the prevention of fraud and abuse. This period, we presented 20 briefings attended by 1,332 GSA employees, other government employees, and government contractors. These briefings explain the statutory mission of the OIG and the methods available for reporting suspected instances of wrongdoing. In addition, through case studies, the briefings make GSA employees aware of actual instances of fraud in GSA and other federal agencies and thus help to prevent their recurrence. GSA employees are the first line of defense against fraud, abuse, and mismanagement. They are a valuable source of investigative information.

## HOTLINE

The OIG hotline provides an avenue for employees and other concerned citizens to report suspected wrongdoing. Hotline posters located in GSA controlled buildings encourage employees to use the hotline. Our hotline also allows internet submission of complaints. During the reporting period, we received 488 hotline contacts. Of these, 40 were referred to GSA program officials for review and appropriate action, 2 were referred to other federal agencies, 16 were referred to the OIG Office of Audits, 2 were referred to the OIG Office of Inspections, 2 were referred to the OIG Office of Information Technology, 1 was referred to the OIG Office of Counsel, and 56 were referred to investigative field offices for investigation or further review.

# STATISTICAL SUMMARY OF OIG INVESTIGATIONS

April 1, 2020 – September 30, 2020

OFFICE OF INVESTIGATIONS	
Referrals for criminal prosecution, civil litigation, administrative action, suspension & debarment	193
Indictments and informations on criminal referrals*	21
Subjects accepted for criminal prosecution	40
Subjects accepted for civil action	24
Convictions	12
Civil settlements/judgments	8
Contractors/individuals suspended and debarred	73
Employee actions taken on administrative referrals involving government employees	14
Investigative Reports**	9
Number of subpoenas	29
Civil settlements and court-ordered and investigative recoveries	\$89,947,634

\* The total number of criminal indictments and criminal informations include all criminal charging documents resulting from any prior referrals to prosecutive authorities.

\*\* The total number of investigative reports include reports of investigations and letterhead reports, which summarize the results of an official investigation and were referred to GSA officials for a response in consideration of taking administrative action or for information only.

## Investigative Workload

The OIG opened 53 investigative cases and closed 62 cases during this period.

## Referrals

The OIG makes criminal and civil referrals to the Department of Justice (DOJ) or other authorities for prosecutive and litigative consideration. The OIG also makes administrative referrals to GSA officials on certain cases disclosing wrongdoing on the part of GSA employees, contractors, or private individuals doing business with the government.

## Actions on OIG Referrals

Based on these and prior referrals, 40 subjects were accepted for criminal prosecution and 24 subjects were accepted for civil litigation. Criminal cases originating from OIG referrals resulted in 21 indictments or informations and 12 convictions. OIG civil referrals resulted in 8 subject settlements/judgments. Based on OIG administrative referrals, GSA management debarred 32 contractors or individuals, suspended 41 contractors or individuals, and took 14 personnel actions against government employees.

**Table 4. Summary of OIG Referrals**

TYPE OF REFERRAL	CASES	SUBJECTS
Civil	18	45
Criminal (DOJ)*	45	79
Criminal (State/Local)**	9	9
Administrative Referrals for Action/Response		28
Suspension	1	5
Debarment	10	27
<b>TOTAL</b>	<b>83</b>	<b>193</b>

\* The total number of persons referred to DOJ for criminal prosecution includes both individuals and companies which have been referred to DOJ for criminal prosecutorial consideration.

\*\* The total number of persons referred to state and local authorities includes both individuals and companies which have been referred to authorities, other than DOJ, for criminal prosecution. Referrals to military authority for prosecution under the Uniform Code of Military Justice are also included in this metric.

## Monetary Results

Table 5 presents the amounts of fines, penalties, settlements, recoveries, forfeitures, judgments, and restitutions payable to the U.S. government as a result of criminal and civil actions arising from OIG referrals. Table 6 presents the amount of administrative recoveries and forfeitures as a result of investigative activities. Criminal, civil, and other monetary recoveries arising from our work totaled more than \$89 million.

**Table 5. Criminal and Civil Results**

	CRIMINAL	CIVIL
Fines and Penalties	\$7,002,500	
Settlements		\$6,192,330
Recoveries/Forfeitures	\$34,140,856	\$0
Restitutions	\$41,603,558	
<b>TOTAL</b>	<b>\$82,746,914</b>	<b>\$6,192,330</b>

**Table 6. Non-Judicial Recoveries\***

Administrative Recoveries	\$1,008,390
Forfeitures/Restitution	\$0
<b>TOTAL</b>	<b>\$1,008,390*</b>

\* This total includes the FAR disclosures reported on page 23.



Photo: John Minor Wisdom U.S. Court of Appeals Building, New Orleans, LA

# GOVERNMENT-WIDE POLICY ACTIVITIES

# GOVERNMENT-WIDE POLICY ACTIVITIES

We regularly provide advice and assistance on government-wide policy matters to GSA, as well as to other federal agencies and committees of Congress.

In addition, as required by the Inspector General Act of 1978, as amended, we review existing and proposed legislation and regulations to determine their effect on the economy and efficiency of GSA's programs and operations and on the prevention and detection of fraud and mismanagement. Because of the central management role of GSA in shaping government-wide policies and programs, most of the legislation and regulations reviewed affect government-wide issues such as procurement, property management, travel, and government management and IT systems.

## Interagency and Intra-agency Committees and Working Groups

- **Council of the Inspectors General on Integrity and Efficiency (CIGIE).** The IG is the chair of the Budget Committee and is a member of the Executive Council and Investigations and Legislation Committees. Through CIGIE, we also participate in the following:
  - **Federal Audit Executive Council Information Technology Committee.** The Office of Audits participates in the Federal Audit Executive Council (FAEC) IT Committee. This committee provides a forum to share information and coordinate audits of significant IT issues with the OIG community and the federal government. The committee also develops and recommends best practices to be used by OIGs in addressing IT issues.
  - **Federal Audit Executive Council Digital Accountability and Transparency Act Working Group.** The Office of Audits participates in the FAEC Digital Accountability and Transparency Act (DATA Act) working group. The working group's mission is to assist the OIG community in understanding and meeting its DATA Act oversight requirements by: (1) serving as a working level liaison with the Department of the Treasury, (2) consulting with the GAO, (3) developing a common review approach and methodology, and (4) coordinating key communications with other stakeholders. The Office of Audits participates to stay abreast of the latest DATA Act developments in order to monitor GSA's implementation of the DATA Act.
  - **Federal Audit Executive Council Contracting Committee.** The Office of Audits participates in the FAEC Contracting Committee. The committee is involved with addressing contract, program, and acquisition management issues that have common interest throughout the OIG community. The committee shares information on audit topics, successful audits, and related techniques.



- **Enterprise Risk Management Working Group.** The Office of Audits participates in CIGIE’s Enterprise Risk Management (ERM) working group. The working group’s mission is to contribute to the promotion and implementation of ERM principles in accordance with OMB Circular A-123 within OIGs and their respective agencies. The Office of Audits participates in the working group as a part of a collaborative effort with other OIGs to oversee the sharing of processes and best practices used to analyze, prioritize, and address risks identified and relevant to implementing ERM in the federal government.
- **Disaster Assistance Working Group.** In response to the damage caused by Hurricanes Harvey, Irma, and Maria, CIGIE reactivated the Disaster Assistance Working Group to coordinate the OIG community’s oversight of the federal response and recovery efforts as well as the resources appropriated by Congress for disaster recovery programs. The Office of Audits participates in the Disaster Assistance Working Group to identify any overlapping issues and coordinate any related work.
- **Pandemic Response and Accountability Committee.** The Office of Audits participates in CIGIE’s Pandemic Response and Accountability Committee. The government’s coronavirus response includes \$2.6 trillion in economic relief to individual citizens, loans for businesses, and support for hospitals and other medical providers, as well as economic relief for affected businesses; industries; and state, local, and tribal governments. The Pandemic Response and Accountability Committee’s mission is to promote transparency and ensure coordinated, comprehensive oversight of the government’s spending and coronavirus response to prevent and detect fraud, waste, abuse, and mismanagement.
- **Geospatial Data Act Working Group.** The Office of Audits participates in the Geospatial Data Act of 2018 (GDA) working group. The working group’s mission is to assist the OIG community in understanding and meeting its GDA oversight requirements by: (1) consulting with the Federal Geospatial Data Committee, (2) developing a common review approach and methodology, and (3) coordinating key communications with other stakeholders. The Office of Audits participates to stay abreast of the latest GDA developments in order to monitor GSA’s compliance with GDA requirements.
- **Data Analytics Working Group.** The Office of Investigations participates in the CIGIE Data Analytics Working Group. The working group’s projects include developing training forums in data analytics, updating a repository of databases and other sources of information used by the OIG community, and identifying cross-cutting initiatives using data analytics to detect fraud.

- **Blue Book Working Group.** The Office of Inspections participates in the Blue Book Working Group. The working group is composed of Inspection and Evaluation (I&E) professionals from the IG Community tasked with updating the CIGIE Quality Standards for Inspection and Evaluation (Blue Book) published in 2012.
- **Inspection and Evaluation Peer Review Working Group.** The Office of Inspections participates in the I&E Peer Review Working Group. The working group is comprised of I&E professionals from the OIG Community that develop and administer the I&E peer review process to include the management of the Guide for Conducting Peer Reviews of Inspection and Evaluation Organizations of Federal Offices.

# APPENDIXES

# APPENDIX I

## ACRONYMS AND ABBREVIATIONS

<b>AFOSI</b>	Air Force Office of Special Investigations
<b>Army CID</b>	U.S. Army Criminal Investigation Division
<b>CIGIE</b>	Council of the Inspectors General on Integrity and Efficiency
<b>CSP</b>	Commercial Sales Practices
<b>DATA Act</b>	Digital Accountability and Transparency Act of 2014
<b>DCIS</b>	Defense Criminal Investigative Service
<b>DHS</b>	Department of Homeland Security
<b>DOC</b>	Department of Commerce
<b>DoD</b>	Department of Defense
<b>DOE</b>	Department of Energy
<b>DOI</b>	Department of the Interior
<b>DOJ</b>	Department of Justice
<b>DOT</b>	Department of Transportation
<b>EPA</b>	Environmental Protection Agency
<b>ERM</b>	Enterprise Risk Management
<b>ESCO</b>	energy service companies
<b>ESPC</b>	Energy Savings Performance Contracts
<b>FAEC</b>	Federal Audit Executive Council
<b>FAR</b>	Federal Acquisition Regulation
<b>FAS</b>	Federal Acquisition Service
<b>FBI</b>	Federal Bureau of Investigation
<b>FEMA</b>	Federal Emergency Management Agency
<b>FPDS-NG</b>	Federal Procurement Data System – Next Generation
<b>FY</b>	Fiscal Year
<b>GAO</b>	Government Accountability Office
<b>GDA</b>	Geospatial Data Act of 2018
<b>GSA</b>	General Services Administration
<b>HHS</b>	Department of Health and Human Services
<b>HUBZone</b>	historically underutilized business zone
<b>IBVI</b>	Industries for the Blind and Visually Impaired, Inc.
<b>IFF</b>	Industrial Funding Fee
<b>IRS-CI</b>	Internal Revenue Service Criminal Investigation Division
<b>IT</b>	Information Technology
<b>NCIS</b>	Naval Criminal Investigative Service
<b>NCR</b>	National Capital Region
<b>OAS</b>	Office of Administration Services
<b>OIG</b>	Office of Inspector General
<b>OMA</b>	Office of Mission Assurance
<b>OMB</b>	Office of Management and Budget
<b>OPM</b>	Office of Personnel Management
<b>PBS</b>	Public Buildings Service
<b>PRB</b>	Performance Review Board
<b>RLP</b>	Request for Lease Proposals
<b>SAM</b>	System for Award Management
<b>SBA</b>	Small Business Administration
<b>TIGTA</b>	U.S. Treasury Inspector General for Tax Administration
<b>USCG</b>	United States Coast Guard
<b>USDA</b>	U.S. Department of Agriculture
<b>USMS</b>	United States Marshals Service
<b>USPIS</b>	U.S. Postal Inspection Service
<b>VA</b>	U.S. Department of Veterans Affairs
<b>WPA</b>	Works Progress Administration

# APPENDIX II

## SIGNIFICANT RECOMMENDATIONS FROM PRIOR REPORTS

The GSA Office of Administrative Services is responsible for tracking the implementation of audit and inspection recommendations after a management decision has been reached, and thus furnished the following status.

Prior Semiannual Reports to the Congress included 14 reports with recommendations that have not yet been fully implemented. These recommendations are currently being implemented in accordance with established milestones.

### **CHILD CARE CENTERS IN GSA-CONTROLLED BUILDINGS HAVE SIGNIFICANT SECURITY VULNERABILITIES**

**Period First Reported: October 1, 2019, to March 31, 2020**

Our objective was to determine if GSA provides safe and secure environments for children and staff at GSA child care centers. We made three recommendations, which have not been implemented.

The recommendations involve: (1) ensuring that PBS maintains child care centers in safe locations that meet minimum security standards, (2) addressing the specific vulnerabilities we identified for the child care centers, and (3) conducting a comprehensive assessment to identify security vulnerabilities at each child care center located in a GSA-controlled building and expedite action to upgrade these buildings to the minimum security standards. If PBS cannot address vulnerabilities identified in these buildings, the child care centers should be moved to safer locations. The recommendations are scheduled for completion by January 29, 2021.

### **FAS'S USE OF PRICING TOOLS RESULTS IN INSUFFICIENT PRICE DETERMINATIONS**

**Period First Reported: October 1, 2019, to March 31, 2020**

Our objectives were to determine if: (1) FAS has sufficient and appropriate policy, guidance, and internal controls related to the use of services pricing tools; (2) FAS contracting specialists/officers are using and documenting the use of services pricing tools in accordance with existing FAS policy and federal regulations; and (3) the services pricing tools provide accurate data for price analysis. We made three recommendations; one has not been implemented.

The remaining recommendation involves developing and implementing controls to ensure compliance with FAS Policy and Procedure 2018-03 – Proper Documentation of Price Analysis Decisions - Federal Supply Schedule (FSS) Program – in regards to documenting use of the pricing tools. The recommendation is scheduled for completion by October 30, 2020.

### **AUDIT OF A GSA INFORMATION SYSTEM**

**Period First Reported: October 1, 2019, to March 31, 2020**

We performed this audit after GSA's Office of Inspector General, Office of Investigations notified us of deficiencies in a GSA information system. We made four recommendations; one has not been implemented.

Due to security concerns regarding this matter, this report and its recommendations are restricted from public release. The recommendation is scheduled for completion by October 30, 2020.

### **PBS'S \$1.7 BILLION ENERGY SAVINGS PERFORMANCE CONTRACTS ARE NOT ACHIEVING ENERGY AND COST SAVINGS DUE TO INADEQUATE OVERSIGHT**

**Period First Reported: October 1, 2019, to March 31, 2020**

Our objectives were to determine whether PBS: (1) has effective procedures in place to verify that the energy savings calculated by the energy service company (ESCO) are accurate, and (2) administers the Energy Savings Performance Contracts (ESPC) projects in accordance with the applicable regulations and guidance. We made seven recommendations, which have not been implemented.

The recommendations involve: (1) improving oversight of ESPC savings evaluation; this may include regional or ESPC Program Management Office (PMO) reviews, reconciliations, and approvals to authorize payments, (2) identifying and, if possible, recovering savings shortfalls, (3) renegotiating Operations & Maintenance (O&M) contracts to achieve the estimated savings on existing ESPCs with O&M savings and train PBS officials on current policy, (4) ensuring witnessing and proper review of required ESPC reports, (5) for all current and future ESPCs awarded under the Department of Energy (DOE) super ESPC, ensuring the contract files include the required key documents, (6) ensuring that annual Contractor Performance Assessment Reporting System evaluations are completed for all future ESPCs in accordance with the FAR, and (7) increasing the ESPC PMO's oversight of the regions' administration of ESPCs through the performance period; this may include: assisting in the evaluation of Measurement and Verification (M&V) plans, providing resources to regions for the post-installation and annual M&V site visits, and reviewing annual M&V reports. The recommendations are scheduled for completion by March 31, 2021.

## **AUDIT OF PUBLIC BUILDINGS SERVICE’S PHOTOVOLTAIC INSTALLATIONS IN THE NEW ENGLAND AND NORTHEAST AND CARIBBEAN REGIONS**

**Period First Reported: October 1, 2019, to March 31, 2020**

Our objectives were to determine whether PBS in the New England and Northeast and Caribbean Regions: (1) is collecting and reporting accurate power generation numbers from its photovoltaic (PV) installations to ensure data integrity, (2) is properly maintaining and inspecting its PV installations to ensure effective and continued operations, and (3) has taken advantage of rebates that were available at the time of its various PV installations in order to minimize installation costs. We made four recommendations, which have not been implemented.

The recommendations involve: (1) developing and implementing policies and procedures to ensure that PV power generation data is consistent, reliable, and supported; (2) directing regional management to develop a directive for building personnel to track and collect PV readings directly from the equipment and for officials in the Energy and Utilities Branch to verify those readings with the corrected advanced metering system; (3) directing regional management to implement and reinforce the instructions for monthly tracking of PV power generation readings set forth in its January 17, 2018, memorandum; and (4) directing regional management to (i) develop a system to validate that the PV power generation numbers are fully supported and documented directly from the equipment before annual reporting to GSA's Office of Sustainability Performance, (ii) ensure property management is aware of and enforces the semiannual maintenance and inspection requirements for the PV installations, and (iii) implement controls to ensure that data collection and reporting processes result in accurate and reliable sustainability reports for use by management and other key stakeholders, including DOE and Congress. The recommendations are scheduled for completion by April 30, 2021.

## **AUDIT OF THE GSA PUBLIC BUILDINGS SERVICE’S COMMERCIAL PARKING OUTLEASES**

**Period First Reported: October 1, 2019, to March 31, 2020**

Our objectives were to determine whether PBS: (1) awarded commercial parking outleases that represent the best interests of the government in accordance with applicable laws, regulations, and PBS guidance; and (2) administered outleases in accordance with PBS guidance and contract requirements. We made four recommendations; one has not been implemented.

The remaining recommendation involves ensuring that PBS verifies reports generated by commercial parking management companies and reconciles fees collected when variable payment terms are included in a parking outlease. The recommendation is scheduled for completion by March 31, 2021.

## **GSA'S PBS NORTHWEST/ARCTIC REGION SERVICE CENTER DOES NOT EFFECTIVELY ADMINISTER LEASE AND SERVICE CONTRACTS**

**Period First Reported: October 1, 2019, to March 31, 2020**

Our objective was to determine if PBS's Northwest/Arctic Region Service Center oversees and manages its lease and service contracts in accordance with contract provisions, PBS policies, and federal regulations. We made three recommendations; one has not been implemented.

The remaining recommendation involves strengthening internal controls to ensure that regional management provides contract oversight necessary to ensure compliance with applicable quality control and contract file requirements. The recommendation is scheduled for completion by November 30, 2020.

## **AUDIT OF GSA'S TOTAL WORKPLACE FURNITURE AND INFORMATION TECHNOLOGY PROGRAM**

**Period First Reported: October 1, 2019, to March 31, 2020**

Our objectives were to determine if GSA: (1) administered the Total Workplace Furniture (FIT) Program in accordance with agency guidance and policy, and (2) billed FIT Program customer agencies in accordance with their lease agreements and prescribed rental fees. We made six recommendations, which have not been implemented.

The recommendations involve: (1) establishing formalized policy and guidelines that enables the Total Workplace Program Management Office to manage all aspects of the FIT Program; (2) consolidating all guidance into one finalized FIT Program Administrative Guide that ensures roles and responsibilities are outlined for the project approval process, FIT Program IT projects, and billing; (3) evaluating the mandatory FIT Program requirements to determine if revisions are necessary to meet customer agency needs, achieve cost savings, and reduce the federal footprint; (4) ensuring that FIT Program projects have qualified contracting officers' representatives who are able to verify that projects are delivered according to the terms of the Supplemental Occupancy Agreements; (5) implementing controls to ensure that contractors are not accepting products and recommending payment on behalf of the government; and (6) resolving the outstanding billing dispute related to the Broadcasting Board of Governors FIT Program project. The recommendations are scheduled for completion by March 31, 2021.



## **IMPROPER PRICING ON THE MCKINSEY PROFESSIONAL SERVICES CONTRACT MAY COST THE UNITED STATES AN ESTIMATED \$69 MILLION**

**Period First Reported: April 1, 2019, to September 30, 2019**

Our objective was to determine whether FAS administered Contract Number GS-10F-0118S in accordance with applicable laws, regulations, and policies. We made eight recommendations; one has not been implemented.

The remaining recommendation involves reviewing all FAS contracts with team-based pricing to ensure they comply with Federal Acquisition Regulation requirements. The recommendation is scheduled for completion by December 31, 2020.

## **GSA'S NORTHEAST AND CARIBBEAN REGION LACKS POLICIES AND PROCEDURES FOR EMERGENCIES AND EVACUATIONS IN PUERTO RICO**

**Period First Reported: April 1, 2019, to September 30, 2019**

Our objectives were to determine whether: (1) the Northeast and Caribbean Region has policies and procedures in place to effectively respond to disasters in Puerto Rico and (2) all supply and equipment distributions for and travel and subsistence payments made to and on behalf of GSA employees are accounted for, supported, and justified. We made four recommendations; one has not been implemented.

The remaining recommendation involves the Office of Mission Assurance coordinating the development of policies and procedures for emergencies and evacuations in all areas where GSA has a presence based on lessons learned and applicable federal regulations. The recommendation is scheduled for completion by December 31, 2020.

## **GSA'S PUBLIC BUILDINGS SERVICE DOES NOT TRACK AND REPORT ALL UNUSED LEASED SPACE AS REQUIRED**

**Period First Reported: April 1, 2018, to September 30, 2018**

Our objectives were to determine whether: (1) PBS accurately reports the amount of vacant and unused leased space; and (2) PBS's controls for managing unused leased space are effective in preventing and reducing undue costs to the government. We made two recommendations, which have not been implemented.

The recommendations involve: (1) developing and implementing a process to ensure that PBS reports and mitigates all unused space for all non-cancelable occupancy agreements in its lease portfolio, and (2) taking action to ensure that existing and future non-cancelable occupancy agreements comply with PBS's policy. The recommendations are scheduled for completion by May 31, 2021.

## **REPORTS THAT HAVE BEEN REOPENED AS A RESULT OF OUR IMPLEMENTATION REVIEWS**

### **AUDIT OF ENVIRONMENTAL ISSUES AT THE GOODFELLOW FEDERAL COMPLEX IN ST. LOUIS, MISSOURI**

**Period First Reported: October 1, 2018, to March 31, 2019**

Our objectives were to determine whether: (1) PBS informed building tenants, contractors, and visitors about identified environmental hazards at the Goodfellow complex; and (2) PBS's response to the identified environmental hazards accorded with applicable laws, regulations, and policies. We made six recommendations, which were closed.

We completed an implementation review to determine whether PBS fully completed the corrective action steps to resolve the original audit report recommendations. We found that PBS failed to take appropriate measures to protect workers, tenants, contractors, and visitors from environmental contamination at the Goodfellow complex due to ineffective environmental programs, policies, and guidance. As a result, PBS reopened one recommendation and submitted a revised Corrective Action Plan to remedy these deficiencies. The recommendation has not been implemented.

The recommendation involves instituting controls to ensure that all health, safety, and environmental studies are distributed upon completion to the occupants of any Heartland Region property where studies are performed. GSA is currently developing a Corrective Action Plan to remedy these deficiencies.

### **PBS FAILED TO ENFORCE KRESS BUILDING LEASE PROVISIONS AND MAY HAVE EXPOSED TENANTS TO HEALTH RISKS**

**Period First Reported: October 1, 2016, to March 31, 2017**

Our objectives were to determine if: (1) PBS enforces the health, safety, and security terms of the full service lease at the Kress Building in Tampa, Florida; and (2) PBS's approach to handling mold and other environmental issues exposed tenants to health risks. We made two recommendations, which were closed.

We completed an implementation review to determine whether PBS fully completed the corrective action steps to resolve the original audit report recommendations. We found that PBS did not fully implement several corrective actions. PBS did not: (1) enforce the terms of the lease and take measures to ensure that all necessary maintenance and repair issues were addressed in a timely manner, (2) pursue the strategies included in the corrective action plan to keep the lease procurement on schedule and move the tenant by the 2018 lease expiration date, and (3) provide training that addressed the communication of environmental concerns and test results to affected

building tenants. As a result, PBS reopened both recommendations and submitted a revised Corrective Action Plan to remedy these deficiencies. The recommendations have not been implemented.

The recommendations involve: (1) enforcing the terms of the lease and taking immediate action to ensure that all necessary maintenance and repairs are addressed, and (2) developing and distributing guidance that ensures the immediate communication of environmental concerns and test results to affected building tenants. The recommendations are scheduled for completion by December 31, 2020.

## **GREAT LAKES REGION NETWORK SERVICES DIVISION INVOICING PROCESS LACKS TRANSPARENCY**

### **Period First Reported: October 1, 2014, to March 31, 2015**

Our objectives were to determine whether: (1) the Network Services Division is effectively managing its workload to ensure that telecommunications services contracts in the Great Lakes Region are administered efficiently and timely and if not, determine the impact and recommend corrective action; and (2) customers are billed at agreed-upon telecommunications services contract rates. We made two recommendations, which were closed.

We completed an implementation review to determine whether FAS fully completed the corrective action steps to resolve the original audit report recommendations. We found that FAS did not fully implement several corrective actions. FAS did not: (1) develop nationwide policy for the new organization, develop standardized fees for all customers, and disclose the fees to all customers with the aim of entering into formal Interagency Agreements; and (2) implement a policy that requires full disclosure of all administrative surcharges and service-related costs by clearly itemizing customer invoices. As a result, PBS reopened both recommendations and submitted a revised Corrective Action Plan to remedy these deficiencies. One recommendation has not been implemented.

The remaining recommendation involves requiring the Network Services Division to establish formal agreements with customer agencies that set terms and conditions, and disclose all pricing components, including the contract rates that GSA pays to vendors. The recommendation is scheduled for completion by December 31, 2020.

# APPENDIX III

## AUDIT AND INSPECTION REPORT REGISTER

DATE OF REPORT	REPORT NUMBER	TITLE	FINANCIAL RECOMMENDATIONS	
			FUNDS BE PUT TO BETTER USE	QUESTIONED COSTS
(Note: Because some audits pertain to contract awards or actions that have not yet been completed, the financial recommendations related to these reports are not listed in this Appendix.)				
<b>PBS INTERNAL AUDITS</b>				
06/22/2020	A190033	Audit of PBS's Lease Extensions and Holdovers		
07/23/2020	A180085	Audit of the Public Buildings Service's Green Roof Maintenance and Safety Practices		
07/24/2020	A201001	Implementation Review of Corrective Action Plan, Audit of Environmental Issues at the Goodfellow Federal Complex in St. Louis, Missouri Report Number A170027/P/6/R19002, March 15, 2009		
09/04/2020	A150028	Audit of the GSA Public Buildings Service's Use of Construction Management Services		
09/23/2020	A190019	Audit of Competition in Public Buildings Service National Capital Region Contracts		
<b>PBS CONTRACT AUDITS</b>				
04/22/2020	A200987	Independent Examination of a Claim: WSSA Birmingham, LLC, Contract Number GS-04P-LAL60443		
05/07/2020	A200982	Independent Examination of a Claim: Fusco Arena Associates, LLC, Contract Number GS-01B(PEL)-04065		
05/19/2020	A190105	Independent Examination of a Conversion Proposal: Brasfield & Gorrie, Contract Number 47PE0318C0004		
07/20/2020	A200981	Independent Examination of a Claim: TL Services, Inc., Contract Number GS-21F-0185W		
09/15/2020	A200988	Independent Examination of Change Order Proposals: Volmar Construction, Inc., Contract Number 47PC0318C0002		
<b>FAS INTERNAL AUDITS</b>				
06/19/2020	A180104	Audit of GSA's Controls to Prevent Contracting With Suspended and Debarred Contractors		
07/20/2020	A170063	Audit of the GSA Federal Acquisition Service's New England Region Client Support Center		
09/14/2020	A170121	The Federal Acquisition Service's Reporting of Small Business Procurements Contained Significant Inaccuracies		
<b>FAS CONTRACT AUDITS</b>				
04/13/2020	A190081	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Information Management Services, Inc., Contract Number GS-35F-0448W		
04/17/2020	A190028	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Redhorse Corporation, Contract Number GS-00F-0013Y		
04/17/2020	A190101	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Zeiders Enterprises, Inc., Contract Number GS-02F-0234W		
04/29/2020	A190097	Independent Preaward Examination of Multiple Award Schedule Contract Extension: HMS Technologies, Inc., Contract Number GS-35F-0834R		

DATE OF REPORT	REPORT NUMBER	TITLE	FINANCIAL RECOMMENDATIONS	
			FUNDS BE PUT TO BETTER USE	QUESTIONED COSTS
05/21/2020	A190094	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Siemens Industry, Inc., Contract Number GS-07F-217CA		\$8,820
05/27/2020	A190070	Independent Postaward Examination of Multiple Award Schedule Contract: KPaul Properties, LLC, Contract Number GS-21F-0095U		\$133,932
05/29/2020	A180107	Independent Limited Scope Postaward of Multiple Award Schedule Contract: FCI Federal, LLC, Contract Number GS-10F-090BA		\$15,285
05/29/2020	A190108	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Evolver Inc., Contract Number GS-35F-0879R		
06/02/2020	A200959	Independent Postaward Examination of Multiple Award Schedule Contract: Exponent, Inc., Contract Number GS-23F-0390K		\$493,121
06/04/2020	A190083	Independent Limited Scope Postaward Examination of Multiple Award Schedule Contract Extension: Purvis Systems, Inc., Contract Number GS-35F-0511W		
06/09/2020	A200991	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Tactical & Survival Specialties Incorporated, Contract Number GS-07F-016DA		\$7,033
07/01/2020	A190098	Independent Preaward Examination of Multiple Award Schedule Contract Extension: KPMG, LLP, Contract Number GS-00F-275CA		
07/10/2020	A160131	Independent Postaward Examination of Multiple Award Schedule Contract Extension: T-Mobile USA, Inc., Contract Number GS-35F-0503M		
07/31/2020	A190091	Independent Postaward Examination of Multiple Award Schedule Contract: The RAND Corporation, Contract Number GS-10F-0275P		\$5,028,264
08/12/2020	A190095	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Noblis, Inc., Contract Number GS-35F-0590W		
08/25/2020	A200972	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Cummins Power Generation, Inc., Contract Number GS-07F-017DA		\$5,023
08/31/2020	A200971	Independent Preaward Examination of Multiple Award Schedule Contract Extension: ElectrifiAi, LLC, Contract Number GS-23F-0006X		\$47,964
09/01/2020	A190107	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Johnson Controls Security Solutions, LLC, Contract Number GS-07F-225CA		
09/29/2020	A190088	Independent Preaward Examination of Multiple Award Schedule Contract Extension: United Rentals, Inc., Contract Number GS-06F-0068R		\$3,466,171
09/30/2020	A201010	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Axiologic Solutions, LLC, Contract Number GS-35F-159DA		\$298,195
09/30/2020	A201015	Independent Preaward Examination of Multiple Award Schedule Contract Extension: Geneva Software, Inc., Contract Number GS-35F-248DA		\$25,864
<b>OTHER INTERNAL AUDITS</b>				
05/15/2020	A200974	GSA Complied With the Improper Payments Acts in Fiscal Year 2019		
09/02/2020	A190024	GSA Needs to More Effectively Manage Its Workers' Compensation Program		\$628,248
09/18/2020	A200984	Audit of GSA's Fiscal Year 2019 Travel Card Program		
09/25/2020	A201005	Audit of GSA's Compliance with the Geospatial Data Act of 2018		
<b>INSPECTION REPORTS</b>				
06/09/2020	JE20-001	GSA's Performance and Appraisal System for Senior Executives Remains Deficient		
08/13/2020	JE20-002	GSA Office of Mission Assurance 2018 Eagle Horizon Exercise Results Did Not Properly Reflect Agency's State of Readiness		

# APPENDIX IV OIG REPORTS OVER 12 MONTHS OLD, FINAL AGENCY ACTION PENDING

Section 6009 of the Federal Acquisition Streamlining Act of 1994, Public Law 103-355, as amended by Section 810 of Public Law 104-106, requires the head of a federal agency to complete final action on each management decision required with regard to a recommendation in an Inspector General’s report within 12 months after the date of the report. If the head of the agency fails to complete final action within the 12-month period, the Inspector General shall identify the matter in the semiannual report until final action is complete.

*The Office of Administrative Services provided the following list of reports with action items open beyond 12 months:*

DATE OF REPORT	REPORT NUMBER	TITLE
<b>CONTRACT AUDITS</b>		
08/08/2016	A160039	Preaward Examination of Multiple Award Schedule Contract Extension: Carahsoft Technology Corporation, Contract Number GS-35F-0119Y
03/30/2017	A150001	Preaward Examination of Multiple Award Schedule Contract Extension: Noble Sales Co., Inc., Contract Number GS-06F-0032K
04/20/2018	A170046	Preaward Examination of Multiple Award Schedule Contract Extension: Enlightened, Inc., Contract Number GS-35F-0703M
06/12/2018	A180035	Preaward Examination of Multiple Award Schedule Contract Extension: Millennium Systems Services, Inc., Contract Number GS-10F-0594N
02/21/2019	A180052	Examination of a Termination Settlement Proposal: Honeywell International Inc., Contract Number GS-P-08-16-JE-7081
03/20/2019	A180048	Preaward Examination of Multiple Award Schedule Contract Extension: Corporate Lodging Consultants, Inc., Contract Number GS-33F-0009P
07/02/2019	A160103	Limited Scope Postaward Examination of Multiple Award Schedule Contract: Unistar-Sparco Computers, Inc., Contract Number GS-35F-0218M
07/11/2019	A180091	Preaward Examination of Multiple Award Schedule Contract Extension: The Boston Consulting Group, Inc., Contract Number GS-10F-0253V
07/12/2019	A180072	Preaward Examination of Multiple Award Schedule Contract Extension: The RAND Corporation, Contract Number GS-10F-0275P

DATE OF REPORT	REPORT NUMBER	TITLE	PROJECTED FINAL ACTION DATE
<b>INTERNAL AUDITS</b>			
02/27/2015	A130011	Great Lakes Region Network Services Division Invoicing Process Lacks Transparency*	12/31/2020
01/27/2017	A160019	PBS Failed to Enforce Kress Building Lease Provisions and May Have Exposed Tenants to Health Risks*	12/31/2020
08/10/2018	A160133	GSA's Public Buildings Service Does Not Track and Report All Unused Leased Space as Required	05/31/2021
03/15/2019	A170027	Audit of Environmental Issues at the Goodfellow Federal Complex in St. Louis, Missouri*	TBD**
06/19/2019	A180073	GSA's Northeast and Caribbean Region Lacks Policies and Procedures for Emergencies and Evacuations in Puerto Rico	12/31/2020
07/23/2019	A170118	Improper Pricing on the McKinsey Professional Services Contract May Cost the United States an Estimated \$69 Million	12/31/2020
08/23/2019	A170047	Audit of the PBS Great Lakes Region's Lease Financial Performance	12/31/2020

\*These audits were reopened as a result of implementation reviews.

\*\*GSA is in the process of developing a revised corrective action plan.

# APPENDIX V

## OIG REPORTS WITHOUT MANAGEMENT DECISION

Section 5(a)(10)(A) of the Inspector General Act of 1978, as amended, requires a summary of each report issued before the commencement of the reporting period for which no management decision has been made by the end of the reporting period. There are two OIG reports that meet this requirement this reporting period.

### **PREAWARD EXAMINATION OF A TECHNOLOGY CONTRACTOR**

We performed this examination to determine whether the contractor disclosed and submitted accurate, current, and complete information in the Commercial Sales Practices (CSP); maintains sales monitoring and billing systems that ensure proper administration of the price reduction and billing provisions of the GSA contract; and adequately accumulates and reports schedule sales for Industrial Funding Fee (IFF) payment purposes.

We concluded that the contractor's CSP is not accurate, current, or complete; the price reduction provisions of the contract are ineffective because the contractor lacks sales to the "basis of award" customer; and the contractor does not have adequate controls to properly accumulate and report schedule sales for IFF purposes.

GSA is continuing to finalize negotiations with the contractor.

### **PREAWARD EXAMINATION OF A TRAVEL SERVICES CONTRACTOR**

We performed this examination to determine whether the contractor disclosed and submitted accurate, current, and complete information in the CSP; maintains sales monitoring and billing systems that ensure proper administration of the price reduction and billing provisions of the GSA contract; and adequately accumulates and reports schedule sales for IFF payment purposes.

We concluded that the contractor did not submit a proposal or updated CSP information for its upcoming option, collected and remitted IFF on non-contract items, and overbilled GSA customers.

We are still continuing to work with GSA officials to resolve the examination findings.



# APPENDIX VI MANAGEMENT DECISIONS REVISED OR WITH WHICH THE INSPECTOR GENERAL IS IN DISAGREEMENT

Section 5(a)(11) of the Inspector General Act of 1978, as amended, requires a description and explanation of the reasons for any significant revised management decision made during the reporting period. Section 5(a)(12) of the Act requires information concerning any significant management decision with which the Inspector General is in disagreement. There were no such decisions during this reporting period.

## APPENDIX VII

# PEER REVIEW RESULTS

Section 5(a) (14)-(16) of the Inspector General Act of 1978, as amended, requires each Inspector General to submit an appendix containing the results of any peer review conducted by another Office of Inspector General (OIG) during the reporting period or, if no peer review was conducted, a statement identifying the date of the last peer review conducted; a list of any outstanding recommendations from any peer review conducted by another OIG that have not been fully implemented, the status of the recommendation, and an explanation why the recommendation is not complete; and a list of any peer reviews conducted by the OIG of another Office of Inspector General during the reporting period, including a list of any outstanding recommendations made from any previous peer review that have not been fully implemented.

In FY 2020, the GSA OIG Office of Investigations underwent a peer review by the Department of Education OIG and received a passing rating. The peer review team found that the systems of internal safeguards and management procedures for the Office of Investigations complied with the standards established for investigations by the Attorney General Guidelines and CIGIE. There were no outstanding recommendations from prior peer reviews.

In FY 2018, the GSA OIG Office of Audits underwent a peer review by the USDA OIG. On September 26, 2018, the Office of Audits received a peer review rating of “pass.” The peer review team found that the Office of Audits’ system of quality control is suitably designed and complied with to provide it with reasonable assurance of performing and reporting in conformity with the quality standards established by CIGIE in all material aspects. No outstanding recommendations exist from any peer review conducted by another OIG.

In addition, the GSA OIG Office of Audits completed an external peer review of TIGTA. TIGTA has no outstanding recommendations issued by any previous peer review that have not been fully implemented.

On July 1, 2020, Library of Congress OIG and Architect of the Capitol OIG started conducting a peer review of the Office of Inspections. The peer review report is due December 31, 2020.

# APPENDIX VIII

## GOVERNMENT CONTRACTOR SIGNIFICANT AUDIT FINDINGS

The National Defense Authorization Act for FY 2008, Public Law 110-181, Section 845, requires each IG appointed under the Inspector General Act of 1978, as amended, to submit an annex on final, completed contract audit reports issued to the contracting activity as part of its Semiannual Report to the Congress.

The annex addresses significant audit findings — unsupported, questioned, or disallowed costs in excess of \$10 million — or other significant contracting issues. During this reporting period, there were no reports that met these requirements.

# APPENDIX IX UNIMPLEMENTED RECOMMENDATIONS

## UNIMPLEMENTED RECOMMENDATIONS FROM REPORTS ISSUED BEFORE THE COMMENCEMENT OF THIS SEMIANNUAL REPORTING PERIOD

The following table provides a summary of each audit, inspection, or evaluation report issued before the commencement of the reporting period for which there are any outstanding unimplemented recommendations, including the aggregate potential cost savings of those recommendations.

RECOMMENDATIONS UNIMPLEMENTED THAT ARE IN PROCESS			
FISCAL YEAR	TITLE	NUMBER OF UNIMPLEMENTED RECOMMENDATIONS	POTENTIAL COST SAVINGS
2015	Great Lakes Region Network Services Division Invoicing Process Lacks Transparency	1*	\$0
2017	PBS Failed to Enforce Kress Building Lease Provisions and May Have Exposed Tenants to Health Risks	2*	\$0
2018	Audit of GSA's Public Buildings Service Does Not Track and Report All Unused Leased Space as Required	2	\$0
2018	Evaluation of GSA's Management and Administration of the Old Post Office Building Lease	1	\$0
2018	Evaluation of GSA Nondisclosure Policy	1	\$0
2019	Audit of Environmental Issues at the Goodfellow Federal Complex in St. Louis, Missouri	1*	\$0
2019	GSA's Northeast and Caribbean Region Lacks Policies and Procedures for Emergencies and Evacuations in Puerto Rico	1	\$0
2019	Improper Pricing on the McKinsey Professional Services Contract May Cost the United States an Estimated \$69 Million	1	\$0
2019	Audit of the PBS Great Lakes Region's Lease Financial Performance	1	\$0
2020	Audit of a GSA Information System	1	\$0
2020	FAS's Use of Pricing Tools Results in Insufficient Price Determinations	1	\$0
2020	Child Care Centers in GSA-Controlled Buildings Have Significant Security Vulnerabilities	3	\$0
2020	GSA's PBS Northwest/Arctic Region Service Center Does Not Effectively Administer Lease and Service Contracts	1	\$0
2020	PBS's \$1.7 Billion Energy Savings Performance Contracts Are Not Achieving Energy and Cost Savings Due To Inadequate Oversight	7	\$0

RECOMMENDATIONS UNIMPLEMENTED THAT ARE IN PROCESS			
FISCAL YEAR	TITLE	NUMBER OF UNIMPLEMENTED RECOMMENDATIONS	POTENTIAL COST SAVINGS
2020	Audit of Public Buildings Service's Photovoltaic Installations in the New England and Northeast and Caribbean Regions	4	\$0
2020	Audit of the GSA Public Buildings Service's Commercial Parking Outleases	1	\$0
2020	Audit of GSA's Total Workplace Furniture and Information Technology Program	6	\$0
<b>Totals:</b>	<b>17</b>	<b>35</b>	<b>\$0</b>

\* These recommendations were reopened as a result of implementation reviews.

## RECOMMENDATIONS UNIMPLEMENTED DUE TO AGENCY MANAGEMENT DISAGREEMENT

The table below provides a summary of each audit, inspection, or evaluation report for which there are any outstanding unimplemented recommendations due to an Agency management decision with which the Inspector General is in disagreement.

RECOMMENDATIONS UNIMPLEMENTED DUE TO DISAGREEMENT			
FISCAL YEAR	TITLE	NUMBER OF UNIMPLEMENTED RECOMMENDATIONS	POTENTIAL COST SAVINGS
2017	GSA's Decisions to Vacate And Renovate the Leased Federal Courthouse in Pensacola Are Based on Faulty Premises	2	\$0
2017	PBS National Capital Region's \$1.2 Billion Energy Savings Performance Contract for White Oak was Not Awarded or Modified in Accordance with Regulations and Policy	3	\$0
2018	Evaluation of GSA Nondisclosure Policy	1	\$0
2019	Evaluation of GSA's Management and Administration of the Old Post Office Building Lease	1	\$0
<b>Totals:</b>	<b>4</b>	<b>7</b>	<b>\$0</b>

# APPENDIX X

## REPORTING REQUIREMENTS

The table below cross-references the reporting requirements prescribed by the Inspector General Act of 1978, as amended, to the specific pages where they are addressed. The information required by the National Defense Authorization Act for Fiscal Year 2008 and the Federal Acquisition Streamlining Act of 1994, as amended, are also cross-referenced to the appropriate pages of the report.

REQUIREMENTS INSPECTOR GENERAL ACT OF 1978, AS AMENDED		PAGE
SECTION		
4(a)(2)	Review of Legislation and Regulations	52
5(a)(1)	Significant Problems, Abuses, and Deficiencies	6
5(a)(2)	Recommendations with Respect to Significant Problems, Abuses, and Deficiencies	8-32
5(a)(3)	Prior Recommendations Not Yet Implemented	57-63
5(a)(4)	Matters Referred to Prosecutive Authorities	47-48
5(a)(5) and 6(c)(2)	Summary of Instances Where Information Was Refused	none
5(a)(6)	List of OIG Reports	64-65
5(a)(7)	Summary of Each Particularly Significant Report	8-21, 30-32
5(a)(8)	Statistical Tables on Management Decisions on Questioned Costs	27
5(a)(9)	Statistical Tables on Management Decisions on Recommendations That Funds Be Put to Better Use	26
5(a)(10) (A)	Summary of OIG Reports Issued Before the Commencement of the Reporting Period Which No Management Decision Has Been Made	68
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