Office of Inspector General

Semiannual Report to the Congress

April 1, 1983 to September 30, 1983

November 1, 1983
OCT 31 1983

Honorable Gerald P. Carmen
The Administrator
General Services Administration
Washington, D.C. 20405

Dear Mr. Carmen:

The enclosed semiannual Report to the Congress for the six-month period ended September 30, 1983 is submitted pursuant to Public Law 95-452, the Inspector General Act of 1978. Section 5(b) of that Act requires that you submit this report to the Congress within 30 days, together with any comments you choose to make.

I call your special attention to the Introduction and Overview of the report, where OIG activity is discussed in terms of long-term OIG goals. Many of the OIG goals reflect concerns that you and I have shared over the past several years, and I am very pleased to report the progress we've made in meeting those goals. This report demonstrates better focused OIG coverage of GSA programs; increased OIG productivity; expanded OIG activities to prevent the occurrence of fraud, waste, and abuse; and greater collaboration between the audit and investigative functions.

The resulting benefits were substantial during the reporting period. A few quantifiable ones include: decisions to save the Government a total of almost $50 million; sustained audit savings that represent a return of $7 for every dollar budgeted to Audits; 48 criminal convictions; 55 contractor suspensions and debarments; and 60 disciplinary actions against GSA employees.

As detailed in the Introduction and Overview, these statistics reflect very significant productivity gains over the last several years.

Sincerely,

H A. SICKON
General
Inspector General

Enclosure
INTRODUCTION AND OVERVIEW

A. Introduction
This report, which is submitted pursuant to Section 5 of Public Law 95-452, chronicles the activities of the Office of Inspector General (OIG) during the period April 1, 1983 through September 30, 1983. It is the tenth such report since the appointment of GSA's first Inspector General in Fiscal Year 1979.

B. Overview
The activities and accomplishments summarized in this Report to the Congress reflect the GSA OIG's commitment to fully meeting its responsibilities under the Inspector General Act of 1978. Several years ago, this commitment led us to undertake a long-term organizational development program. The overall objectives of the program were to enhance our traditional audit and investigative activities, and move decisively into the several non-traditional areas covered by the Inspector General Act. Specifically, we have focused on:

- Improving OIG audit and investigative coverage;
- Increasing OIG productivity;
- Actively preventing fraud, waste, and abuse;
- Increasing the quantity and quality of collaboration between audit and investigative functions; and
- Establishing management support systems that provide state-of-the-art resources and skills to OIG staff.

Within this context, the following paragraphs summarize our accomplishments for the period and detail our continuing efforts in support of these objectives.

1. OIG Coverage of GSA Programs
The OIG's commitment to improved coverage of GSA programs has entailed development of inventories of auditable GSA contracts and internal entities, as well as implementation of an audit planning system geared to the most efficient and effective targeting of OIG resources. We believe that the coverage achieved during the reporting period reflects positively on our efforts in this area.

The OIG directed approximately 89 percent of its staffhours to reviews of the Public Buildings Service (PBS), the Office of Federal Supply and Services (FSS), the Office of Information Resources Management (OIRM), the Federal Property Resources Service (FPRS), and the Office of Comptroller. The remaining direct staffhours were distributed among a variety of other GSA programs. Significant OIG activity in the major GSA program areas is discussed in the following paragraphs.

Public Buildings Service
The OIG directed almost 42 percent of its staffhours to reviews of PBS, the GSA component charged with managing the Federal civilian space inventory. We issued 249 audit reports and conducted 375 investigations relative to PBS operations this period. Our reviews disclosed a number of national and regional issues affecting this Service's ability to provide space in a timely and efficient manner, as well as a number of areas for greater economy in PBS operations.

In Section II of this report, we highlight findings in the leasing area that indicate GSA may have problems managing its future leasing workload. We also identify savings of $19 million that could be achieved through constructing and effectively utilizing a new Federal office building; savings of $6.5 million that could be achieved through a management commitment to exercise a lease renewal option and its ability to backfill that space; a cost avoidance of $800,000 achieved through prompt management action in response to OIG recommendations on the purchase of a leased supply depot; and illegal/improper activities on the part of PBS contractors which involved labor law violations and false claims.

Office of Federal Supply and Services
The OIG directed 26 percent of its staffhours to reviews of FSS, the GSA component charged with operating a Governmentwide service and supply system. We issued 131 audit reports and conducted 255 investigations relating to FSS operations.

In Section II, we highlight an audit of a motor pool that disclosed serious operational deficiencies, and a regional audit of inventory management activities that showed internal control weaknesses were inhibiting efficient and effective response to GSA customers. We also detail OIG efforts leading to a $650,000 settlement arising from defective pricing/price reduction violations on a multiple award schedule contract; a $384,540 sustained cost avoidance on a procurement for fire retardants; and the conviction of a firm and its former president on charges of false statements and false advertising.

Office of Information Resources Management
The OIG directed almost 8 percent of its staffhours to reviews of OIRM, the GSA component responsible for managing a Governmentwide program for automated data processing (ADP) and telecommunications equipment and services. We issued 29 audit reports and conducted 36 investigations relating to OIRM operations.

In Section II, we highlight OIG efforts leading to settlements of over $3 million on two civil fraud cases involving GSA contractors; an audit disclosing the need for improvements in the ADP Fund; and recommendations for alternative means of financing ADP support on a multi-user system.

Federal Property Resources Service
The OIG directed 3 percent of its staffhours to reviews of FPRS, the GSA component responsible for real property disposal activities and the stockpile program. We
issued seven audit reports and conducted 36 investigations relating to FPRS operations.

In Section II, we summarize two significant audits relative to stockpile operations. The first identified major discrepancies between official inventory records and subsidiary depot inventory records. The second questioned costs of over $3.2 million on a $56 million bauxite procurement.

**Office of Comptroller**
The OIG directed 10 percent of its staff hours to reviews of GSA's Office of Comptroller, which is responsible for financial reporting, accounting, and management accounting support within the agency. OIG coverage resulted in 15 audit reports and 55 investigations.

Three audits, highlighted in Section II, illustrate the diversity of findings disclosed this period: an administrative fund control violation in the Construction Services Fund; an opportunity to save approximately $214,900 through changes in the payroll process; and one region's need to improve compliance with the Prompt Payment Act.

### 2. OIG Productivity

The OIG's efforts to increase productivity have involved clearer definition of performance goals, better management information systems, and closer tracking of individual assignments. The following data indicate that the emphasis on productivity has had a measurable payback.

- **Audit reports issued per auditor is up 33 percent in Fiscal Year 1983 as compared to Fiscal Year 1982 (3.23 vs. 2.42 reports).**
- **Recommended savings per auditor is up 18 percent in Fiscal Year 1983 as compared to Fiscal Year 1982 ($587,875 vs. $498,533).**
- **Sustained audit savings per auditor is up 39 percent in Fiscal Year 1983 as compared to Fiscal Year 1982 ($472,475 vs. $338,827).**
- **Referrals (criminal, civil, and administrative) per investigator is up 101 percent in Fiscal Year 1983 as compared to Fiscal Year 1982 (5.86 vs. 2.92 referrals).**
- **Criminal referrals per investigator is up 168 percent in Fiscal Year 1983 as compared to Fiscal Year 1982 (2.17 vs. 0.81 referrals).**
- **Criminal/civil recoveries per investigator/attorney is up 519 percent in Fiscal Year 1983 as compared to Fiscal Year 1982 ($55,921 vs. $9,038).**
- **Indictments/convictions per investigator is up 131 percent in Fiscal Year 1983 as compared to Fiscal Year 1982 (1.25 vs. 0.54 indictments/convictions).**

The productivity statistics reflect the following accomplishments this period:

- 446 audit reports;
- Recommended savings of $85.5 million, which translates to recommended savings of over $25 for every dollar spent in direct audit time;
- Sustained savings of $43.6 million, or almost $7 in savings for every dollar budgeted to Audits;
- 32 criminal case referrals accepted for prosecution;
- 80 indictments/informations and convictions;
- 13 civil case referrals accepted for civil litigation;
- 55 contractor suspensions and debarments;
- 137 administrative case referrals involving GSA employees and programs;
- 29 reprimands, 14 suspensions, 1 demotion, and 16 terminations of GSA employees; and
- 608 Hotline calls and letters, 17 GAO referrals, and 18 referrals from other agencies processed.

Detailed information is provided in Sections III and IV.

### 3. Prevention Activities

As detailed in Section VI, we expanded our program to prevent the occurrence of fraud, waste, and abuse during the reporting period. This program has previously entailed reviewing legislation and regulations, conducting Integrity Awareness Briefings, and performing assessments of new or proposed programs, systems, and transactions. This period we supplemented those activities by:

- Conducting a major survey of 38 GSA financial management systems, to (1) alert GSA management to potential problems in this area, and (2) aid management in its preparation for the Federal Managers' Financial Integrity Act certification of internal accounting controls on December 31, 1983;
- Increasing GSA employee awareness through issuance of brochures on the OIG Hotline and the OIG's May 1, 1983 Report to the Congress; and
- Conducting an interdisciplinary operational survey of a program area that has had a history of fraud, and has therefore been the subject of Congressional concern. (See the following section for a description of this survey.)

### 4. Collaboration Between Audit and Investigative Functions

As detailed in Section VII, OIG efforts to foster audit/investigative coordination and collaboration have included organizational changes; mandatory interdisciplinary meetings and telephone conferences; joint participation in the development of OIG policy; and clear direction on coordination of audit and investigative work in process. This period, our efforts resulted in several highly significant accomplishments, including the following:

- A team of auditors, investigators, and inspectors undertook an indepth, collaborative review of a major buildings management field office in Washington, D.C. The purposes of the survey were to focus attention on activities with a history of fraud, and to respond to Congressional concerns that followup was being performed. The team found that previous weaknesses had largely been corrected, and that the office was
generally well run and efficient. At the same time, the survey generated five investigative referrals, three audit referrals, and a number of recommendations to management on needed operational improvements.

- Collaboration between our Offices of Audits and Investigations on a price reduction/defective pricing case resulted in a negotiated settlement of $2 million. An initial audit of the contractor was referred, through an interdisciplinary meeting, for investigation; and the investigation results were then referred back for additional audit work. In the process, the contractor's offer of settlement climbed from $125,000 to $1.1 million to $2 million. Although this amount has been reported as a sustained audit cost recovery, it represents an achievement shared equally among our Offices of Audits, Investigations, and Counsel to the IG. It also reflects cooperation on the part of GSA management and the Department of Justice.

5. Management Support Systems
As detailed in Section VIII, our overall accomplishments have been supported by a wide range of management policies and systems, many of which have been discussed previously or in past Reports to the Congress. This period, we concentrated on implementing an internal quality assurance program, and making sure that OIG staff have the professional knowledge and skills they need to carry out their responsibilities.

Our internal quality assurance efforts included publication of a comprehensive OIG policy and procedures manual, and implementation of a formal program of field office inspections. We sought to enhance OIG professional knowledge and skills by conducting nationwide courses on GAO audit standards and professional writing techniques; sponsoring training for top OIG management in effective presentations; and sending the first contingent of OIG auditors and investigators for training in the use of microcomputers.
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REPORTING REQUIREMENTS

The table below cross-references the reporting requirements prescribed by the Inspector General Act of 1978 to the specific report pages where they are addressed. The information requested by the Congress in Senate Report No. 96-829 relative to the 1980 Supplemental Appropriations and Rescission Bill is also cross-referenced to the appropriate page of the report.

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SECTION I — ORGANIZATION, STAFFING AND BUDGET

Pursuant to Public Law 95-452, the Inspector General Act of 1978, an Office of Inspector General (OIG) was established within the General Services Administration (GSA) on October 1, 1978. As currently configured, the OIG is divided into five offices which function cooperatively to perform the missions legislated by the Congress.

A. Organization
The OIG consists of five functional elements. These are the Offices of Audits; Investigations; Counsel to the Inspector General; Policy, Plans, and Management Systems; and Executive Director.

The Office of Audits provides comprehensive internal (management) and external (contract) audit coverage of GSA programs and operations. Headquarters divisions, structured to correspond with GSA's major functional areas, manage the audit workload principally performed by 11 field offices.

The Office of Investigations manages a nationwide program designed to prevent and detect illegal and/or improper activities involving GSA programs, personnel, or operations. Desk officers at headquarters coordinate the investigative activity of 11 field investigation offices and four resident offices.

Counsel to the Inspector General provides expert legal advice relative to matters under OIG review. Staff attorneys manage the civil referral system, review existing and proposed legislation and regulations, and prepare OIG subpoenas as required.

The Office of Policy, Plans, and Management Systems constitutes a centralized planning and assessment function which oversees and reports on the overall operations of component offices. In addition, the staff coordinates specialized studies relative to fraud prevention and provides data systems support to all elements.

The Executive Director provides centralized administrative support.

B. Office Locations
The OIG is headquartered in Washington, D.C., at GSA's Central Office building. Field audit and investigation offices are maintained in each of GSA's regional headquarters—Boston, New York, Philadelphia, Atlanta, Chicago, Kansas City, Ft. Worth, Denver, San Francisco, Auburn, and Washington, D.C. Resident investigation offices are located in Cleveland, St. Louis, Los Angeles, and San Juan, Puerto Rico. The San Juan office also includes an audit component.

C. Staffing and Budget
The approved Fiscal Year 1983 budget for the GSA OIG was $19.2 million. This figure provided for an approved staffing level of 466 full-time equivalent (FTE) positions.

D. Staffing/Budget Issues
On July 5, 1983, a Budget Review Board was established within the GSA with an apparent mandate to review all agency budget requests. The Inspector General advised the Administrator on July 12, 1983 that any such review of the OIG's budget request by components of the agency below the level of the Administrator or his Deputy would put board members in a potential conflict of interest situation. He further advised that such reviews would, at the very least, give the appearance of conflict with the intent of the Inspector General Act of 1978 and with the Congressional action that established the OIG appropriation as a discrete budget line item in Fiscal Year 1979. The Inspector General declined participation in the proceedings of the GSA Budget Review Board. The Senate Appropriations Committee, in its report number 98-186 dated July 20, 1983, agreed with our position on this matter.

On July 30, 1983, the Administrator and the Inspector General met to discuss the OIG's Fiscal Year 1985 budget request. At this meeting, the Administrator stated that all OIG budget reviews would be conducted exclusively by him (or his Deputy), except for technical reviews by the Office of Budget.
SECTION II — SIGNIFICANT PROBLEMS, ABUSES, DEFICIENCIES AND RECOMMENDATIONS

This section details the more significant findings, recommendations, and criminal/civil actions of this period by GSA Service. It shows that 89.4 percent of the OIG’s audit and investigative resources were applied in the Public Buildings Service (pp. 2-3), the Office of Federal Supply and Services (pp. 3-4), the Office of Information Resources Management (pp. 4-5), the Federal Property Resources Service (pp. 5-6) and the Office of Comptroller (p.6). The remaining resources were generally applied within other GSA program areas.

A. Public Buildings Service

The Public Buildings Service (PBS) is responsible for most of the civilian agencies’ inventory of space nationwide. Its responsibilities extend from constructing, purchasing, and leasing space for Government use to maintaining and protecting that space. In Fiscal Year 1983, the total available funding authority of the Federal Buildings Fund was approximately $2.5 billion. Of this amount, approximately $1.1 billion was obligated in the second half of the fiscal year.

Commensurate with this level of activity, the OIG devoted some 78,225 staffhours or 41.5 percent of its total audit and investigative resources to reviews of PBS. We issued 249 audit reports and conducted 375 investigations relative to PBS operations this period.

Holdover Leases and Lease Extensions

At the request of the Administrator, we reviewed the status of holdover leases and lease extensions in GSA’s regional offices. Although our original objective was to determine whether these leases were being accurately reported, the significant number of short-term extensions (12 percent of the entire lease inventory) indicated the need to review this situation.

The PBS leasing handbook generally provides that “holding over” in space after expiration of a lease, without execution of a lease to provide for continued occupancy, must be avoided. Our review disclosed that these short-term extensions may have been awarded in order to remove leases from a holdover status or to avoid a holdover status entirely. These decisions may have been influenced by an overall management emphasis on eliminating holdover tenancies that included measuring performance based upon the number of holdover tenancies.

We believe that there are potential problems associated with short-term leasing actions. Notably, they can be expensive; they increase workloads because acquisition actions must be reinitiated in a short time period; and, in the process, GSA may be missing opportunities to buy facilities or negotiate the better terms now available in the space market. While extensions may have been justified in selected cases, the overall numbers indicate problems in the leasing process. Moreover, as the full impact of the Governmentwide space reduction program is felt, it is expected that the use of short-term extensions will grow as will the number of holdover leases.

In our opinion, GSA will encounter severe problems in managing its lease workload in the near future. As these extensions and other leases expire, and new space requests are received, the regions may not have the resources to properly execute this workload. Therefore, on September 19, 1983, we recommended that lease extensions be monitored to identify the reasons for their use and to establish their necessity. We further recommended that an immediate review be undertaken to determine the adequacy of regional leasing resources in light of current and projected workloads.

The Administrator has not yet responded to the report.

Lease Renewal Option

As part of our ongoing review of GSA’s efforts to improve space utilization and reduce space costs, we identified a $6.5 million potential savings opportunity. We found that management was considering waiving a lease renewal option because 202,461 square feet (63 percent of the leased space) had been vacant since March 1983. Yet, we found that to lease comparable space in the same area would cost approximately $4 to $8 more per square foot.

On July 14, 1983, 11 days before expiration of the renewal option, we recommended that management exercise the option; relocate tenants from a nearby facility to this space; and begin an aggressive program to backfill the remaining vacant space.

Management concurred in our findings and exercised the option on July 22, 1983. Both the Commissioner, PBS, and the Regional Administrator have agreed to implement the remaining recommendations.

Proposed Federal Building in Boston

At the request of the Administrator, the OIG reviewed the advisability of proceeding with plans to construct a new Federal office building in Boston, Massachusetts. The Administrator’s request resulted from delays in delivering the site to GSA and questions regarding the need for such a facility. Our audit found that GSA should continue its efforts, provided that certain decisive actions were taken.

In our May 11, 1983 report, we recommended that GSA not accept the site until it was fully cleared. Pending delivery of the site, we recommended that construction contract bids be extended at the same price. We further recommended that a space utilization rate of 135 square feet per person be achieved for this build-
ing and that effective space management techniques be employed relative to all space in the region's inventory. We estimate that these actions will save the Government $19 million over the life of the building.

The Regional Administrator concurred in our findings and recommendations. He took the following actions: the building site was not accepted until July 1, 1983, at which time it was fully cleared; construction bids were extended; and the occupancy plan for the building is being reworked to achieve a space utilization objective of 135 square feet per person. Additionally, the Regional Administrator has agreed to make the efficient use of space one of the region's highest priorities.

Mishandling of Checks Worth $1.5 Million

An investigation into the circumstances surrounding the mishandling of a $1.3 million warrant and four other checks valued at $247,777 resulted in the suspension of three GSA employees without pay for 14 calendar days. The investigation disclosed that the mishandling, which involved the loss of $75,000 in interest because the checks were left undeposited in a safe for more than five months, resulted primarily from the lack of written procedures and a tracking system; confusion arising from the realignment of functional responsibilities; and doubling of workload.

A concurrent audit reviewed the internal controls governing the processing of real property sales receipts. We audited transactions valued in excess of $79 million that occurred between March 1, 1982 and March 31, 1983. Our report, which will be released during the first six months of Fiscal Year 1984, will be summarized in our next semiannual report.

Purchase of Supply Depot

At the request of the Administrator, we monitored the negotiations for the purchase of the leased GSA supply depot in Duluth, Georgia. This transaction ultimately involved the transfer of the GSA supply depot in Savannah, Georgia as well.

Prior to our involvement, GSA regional officials had negotiated a settlement price for the Duluth facility and recommended its approval. During our review, we recommended that the Regional Administrator contract for a second appraisal of the facility. This appraisal resulted in a substantially lower estimate of value. As a result, GSA was able to negotiate a much lower settlement price than that originally recommended for approval.

Further, our review disclosed that the Georgia Ports Authority (GPA) had expressed an interest in acquiring GSA's Savannah supply depot as early as 1980. Before OIG involvement, this matter had not been seriously addressed. We recommended that the Regional Administrator actively involve GPA in the negotiations process.

Through the cooperative efforts of GSA management and the OIG, GSA would be able to acquire a needed depot, thereby removing over one million square feet from the leased space inventory, and profitably dispose of another facility that was no longer necessary. This cooperation would save the Government approximately $800,000 in the process.

Our findings were detailed in a report to the Administrator on July 27, 1983. No recommendations were included in this report since all of our concerns were addressed during the course of the review.

Sentencing and Debarment of Cleaning Contractor

On July 18, 1983, the owner/president of a cleaning firm and the firm's project manager were convicted on charges of mail fraud stemming from the submission of false staff hour reports on GSA janitorial contracts. The owner/president was sentenced to 2.5 months imprisonment; placed on probation for four years; fined $7,000; and ordered to make restitution in the amount of $20,000. The project manager was fined $750 (suspended) and placed on three years probation. Both the firm and its president have been debarred from doing business with the Government for three years beginning May 17, 1983.

In related actions, two other supervisors have already been convicted. The first received two years probation and a $1,000 fine, while the second received a one year suspended sentence.

$184,895 Withheld for Labor Law Violations

As a result of an investigation into alleged wage underpayments to contractor employees working on GSA construction sites, the Chief of a GSA Regional Design and Construction Contracts Branch has directed that $184,895 be transferred to the Comptroller General of the U.S. This money, which was withheld from the contractor due to the referenced violations of the Davis-Bacon Act and the Contract Work Hour and Safety Standards Act, will be disbursed to 51 employees of the firm.

B. Federal Supply and Services

The Office of Federal Supply and Services (FSS) is responsible for operating a Governmentwide service and supply system. Each year, it contracts for and distributes billions of dollars worth of supplies, materials, and services for customer agencies. FSS also provides automotive and transportation services and controls GSA's personal property program. In the second half of Fiscal Year 1983, FSS obligated approximately $69.4 million in direct operating expense appropriations. Sales through the General Supply Fund during the same period exceeded $922 million.

Our audit and investigative staffs devoted some 49,846 staff hours or 26.5 percent of our total resources to FSS operations and programs.

Inventory Management

A regional audit of selected inventory management activities found that internal control weaknesses were inhibiting efficient and effective response to customer demands. Specifically, we found that numerous stock replenishments were not initiated in a timely manner, procurements totaling over $160,000 were initiated in lieu of interwarehouse transfers of stock, and insufficient priority was being given to direct deliveries.

A concurrent audit reviewed the internal controls governing the processing of real property sales receipts. We audited transactions valued in excess of $79 million that occurred between March 1, 1982 and March 31, 1983. Our report, which will be released during the first six months of Fiscal Year 1984, will be summarized in our next semiannual report.
Because inadequate stock replenishment can create and perpetuate customer backorders, we recommended on June 7, 1983 that inventory management procedures be strengthened; an effort be undertaken to identify customers for a preplanned direct delivery program; and a review of slow-moving items be initiated to determine if these needs could be met more economically by offering them on a non-stock basis.

The Assistant Regional Administrator for FSS and the Acting Regional Administrator generally concurred in the findings and recommendations.

**Questionable Procurements by Motor Pool**

At the request of the Regional Administrator, our audit and investigation staffs jointly reviewed the operations of a regional motor pool. The audit phase generally focused upon the efficiency and effectiveness of internal controls governing inventory and procurement procedures, and the administration of term contracts. The concurrent investigation focused upon potential criminal activity and/or violations of GSA’s Standards of Conduct.

While no conclusive evidence of criminal activity or Standards of Conduct violations was found, serious operational deficiencies were disclosed in procurements and the administration of term contracts. We found that: actual installation of parts could not be verified in over 58 percent of the repairs reviewed; adequate justifications for these repairs could not be located; other excessive or questionable repairs were performed; and prices for parts under term contracts were more expensive than those available through the FSS schedule or auto parts dealers.

On April 26, 1983, we recommended that the Regional Administrator take action to ensure that motor pool personnel adhere to applicable procedures when procuring repairs, parts, and services; vehicle files are adequately documented; and all work is inspected/verified.

The Regional Administrator concurred in our findings and recommendations.

**Supply Contractor Pleads Guilty**

A medical supply contractor pled guilty to four counts of false statements and the former president of the firm pled guilty to four counts of false advertising as a result of a joint investigation conducted by the OIG and the Defense Contract Investigative Service. The investigation disclosed that the subjects falsely certified that the medical instruments supplied under GSA and Defense Logistics Agency contracts were American-made in accordance with the provisions of the Buy American Act.

Sentencing is scheduled for October 17, 1983. The company faces a maximum fine of $40,000, while its former president could be sentenced to two years imprisonment and fined $20,000.

**$650,000 Settlement**

As a result of an audit and a subsequent investigation conducted during 1980 and 1981, a defective pricing case involving a multiple award schedule contractor was referred to the Department of Justice for civil fraud prosecution. Our review showed that the firm had submitted inaccurate commercial pricing data that resulted in the negotiation of contracts that were not as favorable to the Government as they might have been. The Department of Justice was prepared to file a civil suit when the parties agreed to a settlement this period in the amount of $650,000. The first payment of $200,000 was received in April 1983. Subsequent payment of $225,000 is due on June 1, 1984; the balance (plus interest) is due on June 1, 1985.

**Preaward Audit of Pricing Proposal**

A preaward audit of a $3.2 million pricing proposal for fire retardants resulted in a recommended cost avoidance of $560,325. The costs questioned in our April 8, 1983 report primarily involved proposed direct materials costs, manufacturing expenses, and general administrative expenses. Approximately $384,540 was sustained in negotiations with the contractor. The amount not sustained principally resulted from a reduction in the estimated sales under the contract.

**Machinery Wiping Towel Deficiency**

Based upon a letter of complaint alleging that machinery wiping towels supplied under a GSA contract did not meet the requirements of the purchase description, we reviewed this procurement action. Our review showed that the firm had shipped towels that frequently did not meet the dimensional requirements of the contract and had taken advantage of a ten percent dimensional tolerance authorized in the purchase description by consistently shipping towels that fell just within its levels. Moreover, we found that this tolerance level was excessive and too many types of towels were available through the stock system.

On April 4, 1983, we recommended that FSS suspend the firm’s quality assurance manufacturer’s agreement; withhold further issuance of its stock from GSA depots; minimize excessive tolerance levels in its purchase descriptions for machinery wiping towels; allow the use of a variation in quantity clause only when clear and convincing factors are present; and act to reduce the numbers/types of towels available through GSA.

Management concurred in our findings and has agreed to implement our recommendations with the exception of our recommendation regarding the variation in quantity clause. Management will continue to allow its use but will monitor usage more closely. The OIG concurred in this alternative action. Implementation of all of these actions will save $78,600 annually.

An ensuing investigation of this situation resulted in a civil referral. The Assistant U.S. Attorney accepted the case for litigation. Ultimately, the dispute was settled out of court; the contractor compensated GSA in the amount of $28,782.

**C. Information Resources Management**

The Office of Information Resources Management (OIRM) is responsible for coordinating and directing a comprehensive Governmentwide program for the management, procurement, and utilization of automated data processing (ADP) and telecommunica-
tions equipment and services. In the second half of Fiscal Year 1983, OIRM obligated approximately $21.5 million in direct operating expense appropriations. Sales via the Federal Telecommunications Fund and the ADP Fund during the same period exceeded $497 million.

Collectively, some 14,555 staffhours or 7.7 percent of our total work effort this period was directed to programs or activities of OIRM. We issued 29 audit reports and conducted 36 investigations relative to its operations.

**ADP Fund Billings and Receivables**

A review of the ADP Fund, a revolving fund managed by the GSA to finance Governmentwide ADP services on a reimbursable basis, disclosed that despite recent efforts to improve its financial management, additional actions were needed to improve billing and collection processes, expedite the conversion of receivables to cash, and return the Fund to a more viable financial position. In our June 30, 1983 report, we recommended that the Assistant Administrator for Information Resources Management require specific billing addresses from requisitioning agencies before providing ADP service and discontinue services to chronically delinquent customers. We further recommended that the Comptroller expedite development of the automated system that is intended to lessen lag time in the billing process, and renew past efforts to execute an agreement with Department of Defense agencies to provide for reimbursements via MILSBILLS, an interfund transfer system.

Both the Assistant Administrator and the Comptroller concurred in our findings and recommendations. We have received both action plans for implementation.

**$2.95 Million Civil Settlement**

On July 5, 1983, the United States entered into an agreement with a contractor under which the company agreed to pay $2.95 million as part of a comprehensive settlement of its potential civil and criminal liability to the Government. The settlement ended a complex case arising from OIG audit and investigative report and prompted a grand jury investigation. Federal prosecutors alleged that the firm, several of its employees, the experience of its employees, and two subcontractor employees had defrauded the Government under a $158 million computer contract with OIRM.

Specifically, it was alleged that the firm periodically increased the Government System Resource Unit (SRU) weights, in violation of the fixed price requirement of the contract, thereby increasing the number of SRUs consumed by Government users and decreasing the unit value of the SRU. The invoices submitted to the Government were thus inflated and false in that the increase in algorithm weights increased the amount billed for SRU consumption.

**RAMUS-II**

A systems review of the Remote Access Multi-User System-II (RAMUS-II) identified that the interagency agreement between the Office of Personnel Management (OPM) and GSA for ADP resources to support RAMUS-II was excessively costly to GSA. In fact, GSA had reported significant operating losses for the two fiscal years that the agreement was in effect despite increases of over 69 percent in user rates. Payments to OPM for RAMUS-II support were approximately $2.1 million in Fiscal Year 1981 and $2.2 million for Fiscal Year 1982.

Through a preliminary letter dated December 13, 1982, we recommended that the Assistant Administrator for Information Resources Management consider alternatives to the OPM agreement to support RAMUS-II. These alternatives included: using excess processing capacity on existing GSA equipment; obtaining new hardware through lease or purchase; and procuring commercial time-sharing services.

The Assistant Administrator considered these and other alternatives. Ultimately, the GSA/OPM agreement was cancelled and users now have a direct relationship with OPM rather than going through GSA. This action will result in savings to GSA of about $980,000 annually.

Our final audit report was issued on August 30, 1983. We are awaiting the Assistant Administrator’s response.

**$190,000 Civil Settlement**

On August 19, 1983, the United States entered into an agreement with a firm and its president settling their potential civil fraud liability for $190,000. The settlement was the culmination of a civil fraud prosecution, based upon OIG audit/investigative work and a grand jury investigation, which alleged that the firm submitted false claims to GSA. By misrepresenting the work experience of its employees, the firm, a subcontractor on a major computer contract, had been able to fraudulently inflate its billings to OIRM.

**D. Federal Property Resources Service**

The Federal Property Resources Service (FPRS) is responsible for the disposal of Government-owned real property, management of the Strategic and Critical Materials Stockpile, and all stockpile transactions whether they are acquisitions or sales. In the second half of Fiscal Year 1983, FPRS obligated almost $16.6 million in direct operating expense appropriations. During the same period, the Stockpile Transaction Fund obligated $30.2 million.

Approximately 6,337 audit and investigative staffhours were devoted to the programs and activities of the FPRS. This figure represents 3.4 percent of total OIG staffhours this period. We issued seven audit reports and conducted 36 investigations relative to FPRS programs.

**Stockpile Inventory Discrepancies**

This audit identified large discrepancies between the official inventory records of the Strategic and Critical Materials Stockpile and the subsidiary inventory records of storage depots.

These differences, which equalled as much as $17.7 to $24.5 million, occurred because the FPRS failed to verify the accuracy of the official inventory records prior to assuming responsibility for their maintenance.

On May 10, 1983, we recommended that the Commissioner, FPRS, take action to reconcile the balances and report any significant differences to the OIG. Further,
we recommended that specific actions be taken to improve automated systems controls in both the inventory and accounts receivable systems.

The Commissioner, FPRS, concurred in our recommendations and supplied explanations for the differences. The Comptroller submitted a responsive action plan for those recommendations directed to him.

Preaward Audit of Bauxite Purchase

At the request of the Director, Stockpile Acquisition Division, the OIG audited a $56 million proposal for the purchase, shipping, and stockpiling of one million long dry tons of bauxite. The proposal included the proposed costs of two subcontractors.

The audit report, issued on June 30, 1983, recommended total cost avoidances of $3.2 million. The questioned costs included proposed overhead and levy costs submitted by the prime contractor, and mining, handling, and shipping costs of the subcontractors.

Negotiations with the firm began on August 23, 1983. As of September 30, 1983, they were still in progress.

E. Comptroller

The Office of Comptroller is responsible for all financial reporting, accounting, and management accounting support for the GSA. This Office also prepares GSA’s budget and audits transportation bills paid by the Government.

Approximately 19,364 staffhours or 10.3 percent of the total audit and investigative resources were devoted to programs/operations within the responsibility of the Office of Comptroller. We issued 15 audit reports and conducted 55 investigations.

Administrative Fund Control Violation

A regional review of the Construction Services Fund (CSF), initiated in response to allegations of irregularities in financial accounting, disclosed an administrative fund control violation in budget activity 71 (BA-71) for Fiscal Year 1981. This violation occurred due to regional management’s failure to implement specific guidelines issued by the Administrator on October 24, 1979, which required that costs not exceed advances in BA-71 funded project accounts.

In our audit report dated June 27, 1983, we recommended that the Regional Administrator report the violation in accordance with prescribed procedures and implement the October 1979 guidelines. We also recommended actions to correct other administrative deficiencies.

In response to the final audit report, the Regional Administrator agreed with four of the five recommendations. Exception was taken to our recommendation to report an administrative fund control violation. We are awaiting responses from the Comptroller and the Commissioner, PBS.

As part of this audit, we also reviewed the implementation of a recommendation contained in our March 12, 1982 report entitled “Inadequate and Improper Financial Management of the Construction Services Fund.” This audit, which found that the “fixed price advance financing” concept used to operate the CSF was improper, recommended a full reconciliation of CSF projects and a report of any resultant funding violations to the Office of Management and Budget (OMB) and the Congress.

Our review of the reconciliation process showed that a true reconciliation could not be performed due to the absence of accurate accounting data and records. We therefore recommended during the course of this audit that any Anti-Deficiency Act violations reported to OMB and Congress be accompanied by a complete explanation of the reconciliation process. GSA officials agreed with this view and the March 3, 1983 report of violations included a description of the reconciliation process.

Revisions to GSA’s Payroll Process

A regional audit of selected payroll operations identified opportunities for greater economy, efficiency, and effectiveness. The most significant of these involved GSA’s payroll distribution process. Specifically, we found that the practice of allowing employees to receive their payroll checks and U.S. savings bonds at their duty station via designated agents was both inefficient and uneconomical.

In our June 30, 1983 report, we recommended that the Comptroller evaluate the impact of eliminating the designated agent option. We further recommended that it be eliminated, if supported by the evaluation results.

The Comptroller expressed general agreement with these and other recommendations contained in our final report. The study of the designated agent option was completed and, on August 27, 1983, a draft order was issued for comment. If approved, the order will discontinue this option and allow only direct delivery via electronic fund transfers or the mail starting in January 1984. We estimate that this action will save $214,917 per year.

Compliance With the Prompt Payment Act

A regional review of the Automated Direct Delivery Line Item Billing (ADDLIB) system disclosed the need for improved payment procedures to ensure compliance with the Prompt Payment Act. We found that unjustified prompt payment discounts were being taken by postdating the receipt of some vendor invoices, while other justified discounts were lost because payment discount terms were not properly entered in the ADDLIB system. We estimated that this region either lost or erroneously took prompt payment discounts totaling almost $97,000 (29 percent of all discounts offered).

In the final audit report, dated August 31, 1983, we recommended that all invoices be stamped with the proper date of receipt. We further recommended that procedures be established to ensure the proper entry of discount terms in the ADDLIB system.

We are awaiting the Regional Administrator’s response to the final audit report. His response to the draft report indicated agreement with the recommendations and initiation of corrective action.
SECTION III — AUDIT ACCOMPLISHMENTS

OIG audit reports frequently contain recommendations for management to avoid the expenditure of funds (cost avoidance) or to recover expenditures (cost recovery). This section details such recommendations, highlights our efforts involving the Federal Managers' Financial Integrity Act, and summarizes our audit resolution and followup activities.

A. Summary of Accomplishments

During the reporting period, the OIG devoted substantial resources to assisting the agency in implementing the requirements of the Federal Managers' Financial Integrity Act. Our work in this area resulted in a series of advisory reports on GSA efforts to evaluate and improve agency systems of internal administrative control. In addition, we conducted a major survey of GSA financial management systems that GSA management should find useful in preparing for their certification of systems of internal accounting controls.

In terms of traditional audit activity, the OIG issued 446 audit reports, including 19 audits performed by other agencies. This figure represents a 17 percent increase over the results for the last reporting period. This increase was achieved in the face of a concurrent decline of 4.5 percent in our audit staff.

Our recommended savings totaled $85,518,190, including recommended cost avoidance of $81,302,064 and recommended cost recovery of $4,216,126. Collectively, this represents a 32 percent rise over our recommended savings last period.

These cost saving recommendations translate to recommended savings of over $25 for every dollar spent in direct time on these audits. Considering that this figure does not capture those unquantifiable savings resulting from greater program effectiveness and operational efficiency, we believe that our impact this period has been substantial.

Based on recommendations in these reports and in reports from prior periods, management has committed itself to avoid costs of $39,580,273 and to recover payments of $4,004,705. These commitments translate into annualized savings of almost $7 for every dollar budgeted to Audits.

B. Federal Managers' Financial Integrity Act

As GSA management officials work toward implementing the requirements of the Federal Managers' Financial Integrity Act (FMFIA) and OMB Circular A-123, "Internal Control Systems," the Office of Audits is assisting and independently monitoring their implementation actions. Moreover, we are coordinating our efforts with those of OMB and the General Accounting Office (GAO) to ensure a commonality of data and a precise understanding of the full range of management actions in this area.

1. Systems of Internal Accounting Controls

At the direction of the Inspector General, an audit task force was established in May 1983 to study GSA's financial management information systems. The purpose of this survey was to develop a permanent file on these systems and funds, their interrelationships, and their potential weaknesses. While the survey will be used as an OIG guide for allocating audit resources, it was also intended to assist GSA management in their FMFIA-mandated review and certification of systems of internal accounting controls.

The survey report, issued on September 30, 1983, addresses 38 financial management information systems used by GSA components to manage the fiscal activities of its appropriated and revolving funds. It identifies a series of potential problems in this area which may impact on GSA's ability to provide reliable, timely, and meaningful information for fund control and program management.

Such problems would, of course, have a major bearing on GSA's certification under the FMFIA. The OIG has therefore distributed the survey report to the Administrator and all Heads of Services and Staff Offices for their immediate use and followup.

2. Systems of Internal Administrative Controls

The Office of Audits has also been closely monitoring GSA's efforts to assess and improve its systems of internal administrative control in preparation for the December 31, 1983 FMFIA certification. Our approach has been to work with the responsible management officials on an ongoing basis, and to provide them with a series of advisory reports. The reports suggest courses of action to better assure the reliability and efficiency of GSA's process for evaluating and reporting on systems of internal administrative controls.

C. Contract and Internal Audit Activity

1. Contract Audit Accomplishments

We issued 289 contract audit reports resulting in recommended cost avoidance and recommended cost recovery of over $55.2 million. Nineteen of these audits, involving recommended cost avoidance of $4.5 million, were performed for us by other agencies. Another four audits, which recommended the recovery of $579,127, were performed by our staff but involved non-GSA contracts.
Table 1 presents a breakdown of these costs by type of audit. Audits of contractor claims continued to result in the largest payback in terms of dollars reviewed; we questioned almost 90 percent of the dollars reviewed.

<table>
<thead>
<tr>
<th>AUDITS BY GSA-OIG</th>
<th>Reports Issued</th>
<th>Total Dollars Reviewed</th>
<th>Recommended Cost Avoidance</th>
<th>Recommended Cost Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Architect-Engineer</td>
<td>31</td>
<td>$13,694,788</td>
<td>$1,089,820</td>
<td>$—</td>
</tr>
<tr>
<td>Claims</td>
<td>9</td>
<td>5,659,234</td>
<td>5,087,913</td>
<td>—</td>
</tr>
<tr>
<td>Initial Pricings</td>
<td>83</td>
<td>146,979,240</td>
<td>14,516,909</td>
<td>—</td>
</tr>
<tr>
<td>Change Orders</td>
<td>7</td>
<td>2,386,585</td>
<td>545,349</td>
<td>—</td>
</tr>
<tr>
<td>Lease Escalations</td>
<td>33</td>
<td>35,174,986</td>
<td>10,027,927</td>
<td>20,372</td>
</tr>
<tr>
<td>Multiple Award-Preaward</td>
<td>57</td>
<td>603,896,984</td>
<td>13,494,099</td>
<td>—</td>
</tr>
<tr>
<td>Multiple Award-Postaward</td>
<td>21</td>
<td>39,004,817</td>
<td>—</td>
<td>2,908,570</td>
</tr>
<tr>
<td>Others</td>
<td>29</td>
<td>35,457,674</td>
<td>2,432,526</td>
<td>564,384</td>
</tr>
<tr>
<td><strong>Subtotal—GSA-OIG</strong></td>
<td><strong>270</strong></td>
<td><strong>$882,253,308</strong></td>
<td><strong>$47,194,543</strong></td>
<td><strong>$3,493,326</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>AUDITS BY OTHERS</th>
<th>Reports Issued</th>
<th>Total Dollars Reviewed</th>
<th>Recommended Cost Avoidance</th>
<th>Recommended Cost Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Pricings</td>
<td>19</td>
<td>$59,086,393</td>
<td>$4,531,198</td>
<td>$—</td>
</tr>
<tr>
<td><strong>Subtotal—Others</strong></td>
<td><strong>19</strong></td>
<td><strong>$59,086,393</strong></td>
<td><strong>$4,531,198</strong></td>
<td><strong>$—</strong></td>
</tr>
<tr>
<td><strong>TOTAL AUDITS</strong></td>
<td><strong>289</strong></td>
<td><strong>$941,339,701</strong></td>
<td><strong>$51,725,741</strong></td>
<td><strong>$3,493,326</strong></td>
</tr>
</tbody>
</table>

TOTAL COSTS RECOMMENDED $55,219,067
In terms of contract audit settlements, the most striking achievement is the correspondence between amounts recommended and management commitments. As the data in Table 2 demonstrate, over 81 percent of our recommendations for cost avoidance were agreed to by management, while almost 68 percent of our cost recovery recommendations were accepted. Overall, during this period management committed itself to recover or avoid 80 percent of the amounts originally recommended.

Settlements of Fiscal Year 1983 audits were particularly impressive: 96 percent of the total amount recommended for avoidance and recovery in these reports was agreed to by management. We believe that this result fully supports the premise of GSA’s new audit followup system, i.e., that prompt resolution of audit recommendations leads to a higher rate of sustained savings.

### Table 2. Summary of Contract Audit Settlements

<table>
<thead>
<tr>
<th>Report Issue Date</th>
<th>Recommendation of Costs</th>
<th>Management Commitment</th>
<th>Recommendation of Costs</th>
<th>Management Commitment</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 78 GSA</td>
<td>$335,716</td>
<td>$289,415</td>
<td>$293,451</td>
<td>$7,572</td>
</tr>
<tr>
<td>FY 80 GSA</td>
<td>11,888,936</td>
<td>8,741,849</td>
<td>1,288,383</td>
<td>100,000</td>
</tr>
<tr>
<td>FY 81 GSA</td>
<td>4,201,897</td>
<td>1,189,444</td>
<td>1,840,540</td>
<td>2,403,692</td>
</tr>
<tr>
<td>Other</td>
<td>363,519</td>
<td>348,613</td>
<td>247,165</td>
<td>210,181</td>
</tr>
<tr>
<td>FY 83 GSA</td>
<td>17,622,534</td>
<td>16,467,337</td>
<td>247,165</td>
<td>210,181</td>
</tr>
<tr>
<td>Other</td>
<td>2,835,819</td>
<td>3,265,660</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td><strong>Total—GSA</strong></td>
<td><strong>$34,049,083</strong></td>
<td><strong>$26,688,045</strong></td>
<td><strong>$4,049,835</strong></td>
<td><strong>$2,745,705</strong></td>
</tr>
<tr>
<td><strong>Total—Other</strong></td>
<td><strong>$3,199,338</strong></td>
<td><strong>$3,614,273</strong></td>
<td><strong>$</strong></td>
<td><strong>$</strong></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$37,248,421</strong></td>
<td><strong>$30,302,318</strong></td>
<td><strong>$4,049,835</strong></td>
<td><strong>$2,745,705</strong></td>
</tr>
<tr>
<td><strong>TOTAL MANAGEMENT COMMITMENT</strong></td>
<td><strong>$33,048,023</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 2. Internal Audit Accomplishments

We issued 107 internal audit reports involving recommended cost avoidance of over $21.7 million. Table 3, which summarizes these audits by GSA Service, shows that over 94 percent of our recommendations involved the programs or operations of the Public Buildings Service.

Internal audits resolved during the reporting period resulted in management commitments to avoid $1,663,955.

### Table 3. Summary of Internal Audits

<table>
<thead>
<tr>
<th>GSA Service</th>
<th>Number of Reports</th>
<th>Percentage of Total Audits</th>
<th>Recommended Cost Avoidance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Buildings Service</td>
<td>63</td>
<td>58</td>
<td>$20,527,606</td>
</tr>
<tr>
<td>Federal Supply and Services</td>
<td>15</td>
<td>14</td>
<td>—</td>
</tr>
<tr>
<td>Office of Comptroller</td>
<td>15</td>
<td>14</td>
<td>256,517</td>
</tr>
<tr>
<td>Federal Property Resources Service</td>
<td>7</td>
<td>7</td>
<td>—</td>
</tr>
<tr>
<td>Other</td>
<td>7</td>
<td>7</td>
<td>980,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>107</strong></td>
<td><strong>100</strong></td>
<td><strong>$21,764,123</strong></td>
</tr>
<tr>
<td><strong>TOTAL COSTS RECOMMENDED</strong></td>
<td></td>
<td></td>
<td><strong>$21,764,123</strong></td>
</tr>
</tbody>
</table>
3. Inspections Audit Accomplishments

Table 4 summarizes the results of our Inspections and Technical Services Division, a group of technical specialists who are skilled in the areas of engineering, architecture, energy conservation, buildings management, leasing, quality assurance, and procurement. During the reporting period, the division issued 50 inspections reports covering 111 GSA contracts with a value of over $67.6 million. Total recommended cost avoidance was over $7.8 million; recommended cost recovery amounted to $722,800.

Inspections reports resolved during the period resulted in a management commitment to avoid the expenditure of $7,614,000 and to seek the recovery of $1,259,000.

<table>
<thead>
<tr>
<th>Program Area</th>
<th>No. of Reports Issued</th>
<th>Total Dollar Value of Contracts</th>
<th>Recommended Cost Avoidance</th>
<th>Recommended Cost Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Buildings Service</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leasing</td>
<td>5</td>
<td>$19,360,000</td>
<td>$7,315,600</td>
<td>$ 23,700</td>
</tr>
<tr>
<td>Lease</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Alterations</td>
<td>5</td>
<td>1,205,000</td>
<td>16,300</td>
<td>38,000</td>
</tr>
<tr>
<td>New Construction</td>
<td>5</td>
<td>31,449,400</td>
<td>—</td>
<td>576,700</td>
</tr>
<tr>
<td>Repairs and Alterations</td>
<td>19</td>
<td>6,244,000</td>
<td>315,400</td>
<td>—</td>
</tr>
<tr>
<td>Buildings</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Operations</td>
<td>1</td>
<td>218,300</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Energy</td>
<td>1</td>
<td>—</td>
<td>18,000</td>
<td>—</td>
</tr>
<tr>
<td>Federal Supply and Services</td>
<td>13</td>
<td>9,189,600</td>
<td>146,900</td>
<td>84,400</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
<td>—</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>TOTAL</td>
<td>50</td>
<td>$67,666,300</td>
<td>$7,812,200</td>
<td>$722,800</td>
</tr>
<tr>
<td>TOTAL COSTS</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RECOMMENDED</td>
<td></td>
<td>$8,535,000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

D. Audit Resolution and Followup

1. Audit Resolution

During the period, GSA’s management has generally been responsive to the recommendations contained in our audit reports. In most cases, resolution decisions have been made in accordance with the six-month time schedule specified in GSA Order ADM 2030.2A, “Audit Resolution and Followup System.”

Tables 5 and 6 summarize the resolution of contract and internal audits during the period. Our contract audit results reflect the inclusion of all reports issued in the last six months, not just those with recovery recommendations (as in previous reports). Our internal results include inspections reports for the first time. Because the universe being reported on is much larger, the number of reports unresolved at the close of the period appears to be greater than in prior reports.
### Table 5. Resolution of Contract Audits

<table>
<thead>
<tr>
<th>Reports to be Resolved</th>
<th>Reports Questioning Costs</th>
<th>Costs Questioned</th>
</tr>
</thead>
<tbody>
<tr>
<td>as of 4/1/83*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>— Less than 6 months old</td>
<td>20</td>
<td>$ 3,127,277</td>
</tr>
<tr>
<td>— More than 6 months old</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Reports Issued this Period**</td>
<td>282</td>
<td>216</td>
</tr>
<tr>
<td>TOTAL TO BE RESOLVED</td>
<td>302</td>
<td>236</td>
</tr>
<tr>
<td>Reports Resolved</td>
<td></td>
<td></td>
</tr>
<tr>
<td>— Issued Prior Periods</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>— Issued Current Period</td>
<td>145</td>
<td>79</td>
</tr>
<tr>
<td>TOTAL RESOLVED</td>
<td>165</td>
<td>99</td>
</tr>
<tr>
<td>Unresolved as of 9/30/83</td>
<td></td>
<td></td>
</tr>
<tr>
<td>— Less than 6 months old</td>
<td>137</td>
<td>137</td>
</tr>
<tr>
<td>— More than 6 months old</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>TOTAL UNRESOLVED</td>
<td>137</td>
<td>137</td>
</tr>
</tbody>
</table>

Management Commitments

<table>
<thead>
<tr>
<th>Management Commitments</th>
<th>Costs Questioned</th>
</tr>
</thead>
<tbody>
<tr>
<td>Final Settlements</td>
<td>72</td>
</tr>
<tr>
<td>— Issued Prior Periods*</td>
<td>41</td>
</tr>
<tr>
<td>— Issued Current Period</td>
<td>98</td>
</tr>
<tr>
<td>TOTAL</td>
<td>139</td>
</tr>
</tbody>
</table>

*Includes reports with recovery recommendations only.
**The remaining 7 reports issued this period are not subject to GSA ADM 2030.2A. Three reports are under investigation, while the remaining four involved non-GSA contracts.

### Table 6. Resolution of Internal and Inspections Audits

<table>
<thead>
<tr>
<th>Reports to be Resolved</th>
<th>Reports Questioning Costs</th>
<th>Costs Questioned</th>
</tr>
</thead>
<tbody>
<tr>
<td>as of 4/1/83*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>— Less than 6 months old</td>
<td>43</td>
<td>11</td>
</tr>
<tr>
<td>— More than 6 months old</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Reports Issued this Period</td>
<td>157</td>
<td>18</td>
</tr>
<tr>
<td>TOTAL TO BE RESOLVED</td>
<td>204</td>
<td>30</td>
</tr>
<tr>
<td>Reports Resolved</td>
<td></td>
<td></td>
</tr>
<tr>
<td>— Issued Prior Periods</td>
<td>42</td>
<td>12</td>
</tr>
<tr>
<td>— Issued Current Period</td>
<td>98</td>
<td>5</td>
</tr>
<tr>
<td>TOTAL RESOLVED</td>
<td>140</td>
<td>17</td>
</tr>
<tr>
<td>Unresolved as of 9/30/83</td>
<td></td>
<td></td>
</tr>
<tr>
<td>— Less than 6 months old</td>
<td>59</td>
<td>13</td>
</tr>
<tr>
<td>— More than 6 months old</td>
<td>5</td>
<td>—</td>
</tr>
<tr>
<td>TOTAL UNRESOLVED</td>
<td>64</td>
<td>13</td>
</tr>
</tbody>
</table>

Management Commitments

<table>
<thead>
<tr>
<th>Management Commitments</th>
<th>Costs Questioned</th>
</tr>
</thead>
<tbody>
<tr>
<td>— Issued Prior Periods**</td>
<td>41</td>
</tr>
<tr>
<td>— Issued Current Period</td>
<td>98</td>
</tr>
<tr>
<td>TOTAL</td>
<td>139</td>
</tr>
</tbody>
</table>

*Does not include inspections reports which became subject to resolution procedures this period.
**Includes costs from an inspections report issued in the prior period.
2. Implementation Reviews

GSA Order ADM 2030.2A places primary responsibility for followup on the implementation of resolved audit recommendations with the Audit Followup Official. The Office of Audit Resolution, Office of Policy and Management Systems, acts as staff to this official in carrying out this responsibility.

The OIG performs its own independent reviews of implementation actions on a test basis. This period, seven OIG implementation reviews were conducted. In four reviews, management had successfully implemented our recommendations. The three instances where our recommendations were not implemented are described in the following paragraphs.

Contract for New Federal Office Building Improperly Administered

In our Report to the Congress for the period October 1, 1981 to March 31, 1982, we reported that our review of the construction of the new Federal office building in Hato Rey, Puerto Rico, had found that over $580,000 in unnecessary costs were incurred and additional funds were wasted due to improper administration of the construction contract. In updates on the status of implementation of these significant recommendations, we have reported (based on information from the Office of Audit Resolution) that the recommendations had been implemented, but that this report was being tracked until overpayments to the contractor were recovered.

This period, we performed an implementation review of management’s corrective action. Our review disclosed that the region did not take proper steps to recover these overpayments. A demand letter was sent, but the contractor never responded to the letter. Because the first letter was not sent by registered mail with a return receipt requested, there was no proof of receipt by the contractor. Furthermore, no followup action was initiated by the region until five months had passed.

In our report dated June 22, 1983, we recommended that the Regional Administrator ensure that future claim actions are sent by registered mail with a request for a return receipt, and that timely followup communication is initiated on such actions. We further recommended that the Assistant Regional Administrator for Public Buildings and Real Property maintain close contact with GAO until the subject claim action is completed.

The Regional Administrator concurred in our recommendations. We are awaiting a response from the Commissioner, PBS.

Because this audit was highlighted in a prior Report to the Congress, it is also discussed in Section IX of this report.

Procedures for Construction Contract Change Orders

Our review of the management actions taken in response to the seven recommendations contained in our April 7, 1982 report disclosed that five of the seven recommendations had not been fully implemented. Accordingly, on May 27, 1983 we reaffirmed the five recommendations addressing the need for improvements in procedures for issuing and administering construction contract change orders in one GSA region.

The Regional Administrator concurred in our findings and recommendations. The Commissioner, PBS, has not yet responded to the report.

Denver Federal Center Buildings Management Field Office

An implementation review of the 11 recommendations contained in our September 24, 1981 report found that inadequate corrective action had been taken on one of the recommendations. Therefore, in our implementation review dated May 17, 1983, we recommended specific corrective action that would be responsive to the intent of our original recommendation.

The Regional Administrator and the Commissioner, PBS, concurred in our findings and recommendations. On July 1, 1983, we received a responsive action plan and resolution was achieved.
SECTION IV — INVESTIGATIVE ACCOMPLISHMENTS

OIG investigative activity is designed to detect and investigate illegal and/or improper activity involving GSA programs, personnel and operations. From these investigations, referrals are made for criminal, civil and administrative action. This section summarizes our investigative workload, referrals, and the actions which have resulted from these referrals.

A. Summary of Accomplishments

This reporting period was marked by significant accomplishments relative to criminal, civil, and investigative actions. We were able to initiate many new actions and successfully manage the workload of the previous period in a timely manner.

At the beginning of the period, 637 investigative cases were pending. Over 46 percent (295 cases) involved white collar crimes such as fraud, bribery, embezzlement, and false claims. During the period, we aggressively pursued these white collar crimes and were able to close 120 cases. Overall, we were able to close 313 or almost half of the cases pending at the beginning of the period.

We opened 370 new cases this period, including 137 cases (37 percent) involving white collar crimes. A total of 95 cases opened this period were also closed this period.

The number of convictions resulting from our criminal case referrals rose dramatically over the last six months. Last period we reported 14 convictions; this period 48 convictions were obtained, an increase of 242 percent. We believe the number of successful prosecutions is the result of early consultation with the U.S. Attorneys Office regarding the criminal potential in the investigations we are working. These consultations are enabling our investigators to focus their activities on matters with the greatest prosecution potential and develop solid cases that will hold up in court. It also reflects a more aggressive referral program at the State and local level. Cases declined by the Department of Justice are being referred to local authorities on a regular basis.

The amount of money/property recovered through our investigations rose by over 319 percent this period. Approximately $645,624 was recovered over the past six months. Last period, we reported $154,036.

Finally, as a prefatory note, the data in this section have, for the first time, been prepared using the automated Inspector General Information System (IGIS). The conversion from manual to computer systems required numerous edits during the March and April 1983 time frame. While the overall caseload reflected in IGIS is complete and correct, the edits resulted in certain changes in the reported timing of caseload processing. As a result, the "caseload pending as of April 1, 1983" statistics presented herein have been adjusted from those presented in the last report.

B. Investigative Activity

1. Investigative Workload

The investigative workload remained relatively constant as compared to the last reporting period. We opened 370 cases and closed a total of 408 cases. Detailed information on investigative activity by case category is presented in Table 1.

In addition to these cases, we received and evaluated 170 complaints/allegations from sources other than the Hotline which involved GSA employees and programs. Based upon an analysis of these allegations, formal investigations were not warranted.

A total of 56 cases were administratively closed without referral.

<table>
<thead>
<tr>
<th>Case Category</th>
<th>Cases Open 4/1/83</th>
<th>Cases Opened</th>
<th>Cases Closed</th>
<th>Cases Open 9/30/83</th>
</tr>
</thead>
<tbody>
<tr>
<td>White Collar Crimes (Fraud, Bribery, Embezzlement, and False Claims)</td>
<td>295</td>
<td>137</td>
<td>146</td>
<td>286</td>
</tr>
<tr>
<td>Other Crimes in GSA-Controlled Space</td>
<td>159</td>
<td>95</td>
<td>117</td>
<td>137</td>
</tr>
<tr>
<td>Contractor Suspension/Debarment</td>
<td>44</td>
<td>9</td>
<td>25</td>
<td>28</td>
</tr>
<tr>
<td>Employee Misconduct</td>
<td>73</td>
<td>79</td>
<td>58</td>
<td>94</td>
</tr>
<tr>
<td>Other</td>
<td>66</td>
<td>50</td>
<td>62</td>
<td>54</td>
</tr>
<tr>
<td>TOTAL</td>
<td>637</td>
<td>370</td>
<td>408</td>
<td>599</td>
</tr>
</tbody>
</table>
2. Investigative Recoveries
Investigations conducted by the OIG may result in the recovery of money or property belonging to the Government. This period, approximately $645,624 was recovered through investigative activity.

3. Referrals
The OIG makes three types of referrals to officials outside of GSA: criminal, civil, and investigative. During the period, we referred 93 criminal cases involving 135 subjects to the Department of Justice or other authorities for prosecutive consideration. The status of our referrals is as follows:

<table>
<thead>
<tr>
<th>Cases Subjects</th>
<th>Pending Prosecution Decision as of 4/1/83</th>
<th>48</th>
<th>94</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Referrals as of 4/1/83</td>
<td>93</td>
<td>135</td>
</tr>
<tr>
<td></td>
<td>Declinations as of 4/1/83</td>
<td>73</td>
<td>109</td>
</tr>
<tr>
<td></td>
<td>Accepted for Prosecution as of 4/1/83</td>
<td>32</td>
<td>56</td>
</tr>
<tr>
<td></td>
<td>Pending Prosecution Decision as of 9/30/83</td>
<td>43</td>
<td>64</td>
</tr>
</tbody>
</table>

We also referred 12 cases involving 16 subjects to either the Civil Division of the Department of Justice or the appropriate U.S. Attorney for civil action. These referrals could result in potential civil recoveries of $2.3 million. The status of our civil referrals is as follows:

<table>
<thead>
<tr>
<th>Cases Subjects</th>
<th>Pending Litigation Decision as of 4/1/83</th>
<th>28</th>
<th>43</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Referrals as of 4/1/83</td>
<td>12</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td>Declinations as of 4/1/83</td>
<td>4</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>Accepted for Litigation as of 4/1/83</td>
<td>13</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>Pending Litigation Decision as of 9/30/83</td>
<td>23</td>
<td>28</td>
</tr>
</tbody>
</table>

For the 23 cases representing 28 subjects pending at the close of the period, total potential recoveries exceed $8.2 million.

We made 14 case referrals to other Federal or State agencies for further investigation or other appropriate action.

4. Administrative Referrals and Actions Involving GSA Employees and Programs
Frequently, OIG investigations disclose nonprosecutable wrongdoing on the part of GSA employees, contractors, or private individuals doing business with the GSA. Such cases are referred to GSA officials for administrative action.

During the period, 137 cases involving 179 subjects were referred for administrative action. In addition, 165 cases involving 194 subjects were referred to GSA officials for informational purposes only.

The status of our administrative referrals is as follows:

<table>
<thead>
<tr>
<th>Cases Subjects</th>
<th>Pending as of 4/1/83</th>
<th>66</th>
<th>76</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Referrals</td>
<td>137</td>
<td>179</td>
</tr>
<tr>
<td></td>
<td>Action Completed</td>
<td>111</td>
<td>129</td>
</tr>
<tr>
<td></td>
<td>Pending as of 9/30/83</td>
<td>92</td>
<td>126</td>
</tr>
</tbody>
</table>

Of the cases referred for administrative action this period, 109 cases (129 subjects) involved GSA employees. As a result of these and prior referrals, management took the following actions against GSA employees:

Reprimands: 29
Suspensions: 14
Demotions: 1
Terminations: 16

5. Contractor Suspensions and Debarments
The OIG has continued its efforts to make the suspension and debarment process a more effective and more readily used administrative procedure. By prohibiting firms or individuals from doing business with the GSA, it protects the Government from contractors who engage in improper or illegal activities and acts as a deterrent against future recurrences.

This period, we referred three cases (eight subjects) to GSA officials for suspension. We also referred 11 cases (36 subjects) for debarment. Six subject referrals for suspension were cancelled because these individuals were suspended by another agency. Four subject referrals for suspension were converted to debarments instead of suspensions. As a result of these and prior referrals, one suspension was imposed and 54 debarments effected. Recommendations on 19 debarments were disapproved.

The status of our referrals for suspension and debarment is as follows:

<table>
<thead>
<tr>
<th>Suspensions</th>
<th>Cases Subjects</th>
<th>Pending as of 4/1/83</th>
<th>4</th>
<th>13</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Referrals</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Action Completed</td>
<td>4</td>
<td>11</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pending as of 9/30/83</td>
<td>3</td>
<td>10</td>
</tr>
<tr>
<td>Debarments</td>
<td></td>
<td>Pending as of 4/1/83</td>
<td>20</td>
<td>53</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Referrals</td>
<td>11</td>
<td>36</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Action Completed</td>
<td>25</td>
<td>73</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pending as of 9/30/83</td>
<td>6</td>
<td>16</td>
</tr>
</tbody>
</table>

C. Criminal and Civil Actions
1. Criminal and Civil Case Activity
Cases accepted for criminal prosecution during this and prior periods resulted in 32 indictments/ informations and 48 convictions. The case against one individual was dismissed. Detailed information on subjects in the criminal justice system is presented in Table 2.
Cases accepted for civil litigation in this and prior periods resulted in six civil case filings involving 12 subjects. Settlements were reached in eight cases involving 14 subjects, while judgments were entered in three cases involving three subjects. We had no unsuccessful civil actions this period.

Table 2. Subjects in the Criminal Justice System

<table>
<thead>
<tr>
<th></th>
<th>Indictments/Informations</th>
<th>Convictions Pleas/Trials</th>
<th>Sentences Imposed</th>
</tr>
</thead>
<tbody>
<tr>
<td>GSA Employees</td>
<td>9</td>
<td>13</td>
<td>10</td>
</tr>
<tr>
<td>Firms</td>
<td>3</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Officers, Employees, Principals and Agents of Firms</td>
<td>9</td>
<td>17</td>
<td>5</td>
</tr>
<tr>
<td>Other Individuals</td>
<td>9</td>
<td>9</td>
<td>8</td>
</tr>
<tr>
<td>Other Government Employees</td>
<td>2</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>TOTAL</td>
<td>32</td>
<td>48</td>
<td>29</td>
</tr>
</tbody>
</table>

2. Monetary Results

Table 3 presents the amounts determined to be owed the Government as a result of both criminal and civil actions. The totals do not necessarily reflect actual monetary recoveries.

Table 3. Criminal and Civil Recoveries

<table>
<thead>
<tr>
<th></th>
<th>Criminal</th>
<th>Civil</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fines and Penalties</td>
<td>$5,826</td>
<td>$—</td>
<td>$5,826</td>
</tr>
<tr>
<td>Settlements and Judgments</td>
<td>60,576</td>
<td>3,895,820</td>
<td>3,956,396</td>
</tr>
<tr>
<td>Restitutions</td>
<td>34,324</td>
<td>6,212</td>
<td>40,536</td>
</tr>
<tr>
<td>TOTAL</td>
<td>$100,726</td>
<td>$3,902,032</td>
<td>$4,002,758</td>
</tr>
</tbody>
</table>

D. IG Subpoenas

The OIG views the use of subpoenas to be an effective tool for obtaining information for audits and investigations when other reasonable measures fail. During the period, four instances met this criterion and subpoenas were issued.
SECTION V — REVIEW OF LEGISLATION AND REGULATIONS

The OIG is mindful of the importance of its legislated responsibility to review existing and proposed legislation and regulations. Such reviews constitute an important vehicle for making recommendations that will increase economy and efficiency in GSA operations as well as prevent fraud and abuse.

A. Legislation/Regulations Reviewed

During the period, our legal staff reviewed 228 legislative matters and 66 regulatory initiatives relating to the economy and efficiency of Government operations and the prevention of fraud and abuse. In addition, numerous GSA issuances were reviewed and commented on by this and other elements of the OIG.

B. Significant Comments

The paragraphs below summarize the OIG's position on some of the more significant legislative and regulatory matters reviewed.

— Supported H.R. 3625, a bill to amend the Inspector General Act of 1978 to create Offices of Inspector General at the Departments of Energy, Health and Human Services, Treasury, and Justice, and to authorize Office of Inspector General personnel to administer oaths, affirmations, and affidavits.

— Supported S. 1566, the Program Fraud Civil Penalties Act of 1983, a bill to provide executive agencies with the authority to prosecute to recover civil penalties for false claims made against the United States.

— Opposed S. 1794, a bill which under certain circumstances would require executive agencies to procure supplies or services from local commercial sources instead of from a multiple award schedule of the Federal Supply Schedule.

— Recommended that a provision of H.R. 1882, Consulting Reform and Disclosure Act of 1983, which could be construed as eliminating the authority of Inspectors General to employ experts and consultants, be revised to ensure the perpetuation of this authority.

— Opposed S. 1181, a bill to revise the Government's progress payment practice with respect to construction contracts. This bill would require 100 percent payment absent an affirmative Government finding of unsatisfactory progress.

— Generally supported S. 1034, Freedom of Information Improvement Act of 1983, but articulated reservations on certain provisions of the bill.

— Commented on draft Federal Protective Service Act of 1983. Recommended certain changes that would clarify a Federal Protective Officer's authority with respect to search and seizure, and remove burdensome restrictions concerning an officer's authority to carry firearms.

— Objected to Section 6 of S. 461, a bill to extend the appropriations of the Office of Government Ethics for five years. This provision could be interpreted as authorizing the Director of Government Ethics to direct Inspector General investigations and audits, and as such would represent a clear diminution to the statutorily mandated independence of Inspectors General.

— Recommended that S. 905, National Archives and Records Administration Act of 1983, recognize the need for a separate Office of Inspector General within an independent organization.

— Generally supported H.R. 769, a bill to provide uniform financial management and audit standards for Federal assistance programs. Recommended revisions to certain provisions of the proposed legislation.

— Generally opposed H.R. 224, a bill to limit the Government’s acquisition and use of motor vehicles. The proposed statute would eliminate the flexibility needed to effectively meet the Government’s needs.

— Opposed S. 1510, a bill requiring only a single, limited audit of State and local government grantees by independent auditors. Under the proposed legislation, Federal agencies would be responsible for performing supplemental audits necessary to guarantee that grant funds were applied to authorized projects and that program results were consistent with overall objectives of the Federal grant program. We expressed support for a more comprehensive audit requirement, such as that provided under OMB Circular A-102-P.

— Strongly opposed S. 1746 because certain provisions could be interpreted as limiting the Inspector General’s current discretionary utilization of private sector audit and investigative services. We consider it essential that the Inspectors General retain the broadest discretion with respect to the conduct of audits and investigations, including the use of private sector resources.
SECTION VI — PREVENTION ACTIVITIES

In addition to the responsibility to detect wrongdoing in GSA operations, the OIG is required to take a leadership role in initiatives designed to prevent fraud and abuse. We have developed a four-pronged prevention program that is responsive to the elements we view as fundamental to minimizing opportunities for fraud and abuse.

A. Background

As discussed in our last Report to the Congress, we believe that four factors are essential to preventing the occurrence of fraud and waste. They are:

- Definition, which involves the identification of areas vulnerable to fraud and waste and, to the extent possible, the assessment of the degree of vulnerability.
- Anticipation, which entails activities designed to provide front-end assurances that, at least at the outset, programs or activities are operating within applicable laws, regulations, policies, or procedures.
- Education, which involves activities to heighten agency awareness to the manifestations of fraud, the mechanisms for reporting wrongdoing, and the OIG’s role in this regard.
- Communication, which refers to outreach activities that reinforce our educational program and maintain a dialogue with GSA employees. Such activities operate on the premise that for the OIG to be effective, employee input is essential. Also, to maintain this dialogue, feedback on tangible results must be provided to employees.

The following paragraphs update the status of the activities addressed in our last Report to the Congress and present new initiatives undertaken this period.

B. Definition

This period, we worked to more fully define the auditable entities within the GSA for our Inventory of Auditable Entities. This process has involved better identification of resources budgeted to these entities, their geographic locations, and the need for recurring and one-time reviews. The inventory was utilized as the basis for our Fiscal Year 1984 audit plan.

We also surveyed our contract audit universe and developed an Inventory of Auditable Contracts. It contains 9,788 contracts valued in excess of $7.5 billion. The inventory is comprised of contracts that must be audited under the provisions of the Federal Procurement Regulations and those that can be performed at our option. This effort, due to the number of contracts involved, represents a major accomplishment for the period. Its completion places us closer to our goal of having fully automated inventories of both our internal and external audit responsibilities.

As discussed in Section III, we also undertook a special survey of GSA’s financial management information systems to identify potential weaknesses and vulnerabilities. Likewise, our first operational survey, an important facet of our vulnerability definition and assessment efforts, is separately discussed in Section VII of this report.

C. Anticipation

Two areas which have demonstrated vulnerabilities to fraud and waste are the leasing program and ADP systems development efforts. Therefore, we have continued our front-end reviews in these areas.

Relative to space acquisition, the OIG continued its preaward advisory reviews of leases. Such reviews ensure that contractual actions relative to all leases involving annual rentals in excess of $200,000 conform to regulatory requirements. In addition, they are designed to identify deficiencies in the leasing process, surface irregularities affecting lease award, and ensure that lease files contain all required documentation. While these reviews are advisory in nature and do not constitute a concurrence in or approval to make an award, they are a valuable prevention measure.

The following schedule shows the program results for this period:

- Lease proposals submitted for review ............. 67
- Lease proposals reviewed ............................ 39
- Reviews with no or minor deficiencies ............... 35
- Reviews with major deficiencies ..................... 4

Some of the major deficiencies included: failure to identify the partners involved in a leasing action; disagreement between PBS elements on the amount of space to be leased; discrepancies in the request for space, market survey, solicitation for offer, and evaluation of offers; and potential overpricing of operating costs.

This period, we also completed another major review of an ADP systems development project. This review ensured that adequate controls were built into the FSS-28 system, a system to automate GSA’s self-service store operations. In the overall audit report issued on July 21, 1983, we identified numerous problems, including internal control weaknesses, that precluded the system from providing line item accountability, a primary objective of this system. By disclosing these problems at this stage of the development effort, the Office of Federal Supply and Services was able to initiate corrective action and avoid potential costs of approximately $500,000. Presently, we are reviewing several other projects where there are similar opportunities for significant cost savings.

D. Education

Since 1981, the OIG has conducted an Integrity Awareness Briefing program for GSA employees. Individual briefings explain the statutory mission of the OIG and the functions of component offices. In addition, through case studies and slides, the employees are exposed to actual instances of white collar crime that have occurred in GSA and other Federal agencies. The briefing concludes with a presentation on how to recognize the manifestations of wrongdoing, how to
respond to them, and the employee's potential role in an ensuing investigation. These briefings thereby educate GSA employees along three lines: the role of the OIG, the need to recognize and respond to wrongdoing in a responsible manner, and the need for cooperation between employees and the OIG.

This period, another 815 managers, supervisors, and employees in nine GSA regions and Central Office attended these briefings. Since 1981, a total of over 2,800 employees have received this training.

The Inspector General has also adopted a policy of personally briefing newly appointed top-level management officials in Central Office on our missions, functions, and responsibilities. This policy has been in effect for approximately one year. This period, we totally revised this slide-narrative presentation to more effectively communicate the IG story. Pending the completion of an internal evaluation process, the revised presentation will be implemented in the near future.

We are now working closely with our field offices to institute the same type of briefing at the regional level.

E. Communication

A free flow of information between agency employees and the OIG is critical to both the prevention and detection of fraud and abuse in the GSA. This period, the OIG issued two new publications as part of its outreach program—a Hotline brochure and a brochure summarizing the last Report to the Congress. The former was designed to heighten GSA employee awareness to the Hotline and increase use of this vehicle. The latter was developed to educate employees in the organization and functions of the OIG, while also outlining our significant findings and accomplishments over the last reporting period. Most GSA employees would not otherwise have had access to the information in our Report to the Congress. More importantly, this brochure serves to emphasize to each employee that the OIG gets positive results in its undertakings.

We intend that these brochures become regular issuances. Further, a Hotline poster is currently being designed that will be placed in all buildings where GSA employees are housed. In addition to serving as a highly visible reminder to employees, this poster will reach non-Government personnel doing business with the agency. Finally, we are increasing communication through already established channels. For example, we regularly contribute newsworthy items to “GSA Update,” a weekly newsletter issued by GSA.

Judging from our Hotline activity during the period, our communications initiatives are having the desired effect. Between April 1 and September 30, 1983, we received 608 Hotline calls and letters. While the total number of allegations received decreased this period, the complaints were more substantive. Last period, 814 calls or letters were received, but only some 135 cases or 17 percent warranted investigation. This period, some 34 percent of the allegations warranted investigation. We also received 17 referrals from the General Accounting Office and 18 referrals from other agencies.

These complaints were evaluated and, where warranted, appropriately referred to GSA program officials, other Federal agencies, or audit or investigative units of this Office. Complaints were referred as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Audits/Investigations</td>
<td>112</td>
</tr>
<tr>
<td>GSA Program Officials</td>
<td>84</td>
</tr>
<tr>
<td>Other Agencies</td>
<td>11</td>
</tr>
</tbody>
</table>

The remaining 436 complaints required no further action and were closed.
SECTION VII—COORDINATION

The OIG concept—consolidated audit and investigation capabilities under the leadership of an Inspector General—is intended to increase the effectiveness of efforts to prevent and detect fraud and abuse. A key feature leading to greater effectiveness is the coordination of audit and investigative activity.

A. Introduction
Prior to the enactment of the Inspector General Act, audit and investigative activities within the GSA were separate and distinct functions. Establishment of the GSA OIG consolidated these functions within one office, thereby forming a single focal point for all matters relative to fraud, waste, abuse, and mismanagement in GSA programs or operations.

While coordination is facilitated by consolidation, it is not an inevitable outgrowth of consolidation. It is a feature that can be developed, but this development must be purposeful, directed, and carefully structured. This office, in keeping with its legislated mandate, has undertaken such a development process over the last two years.

B. Coordination Initiatives
Our development process has focused on three factors deemed essential to effective coordination of audit and investigative activity: an organizational structure that supports coordination; mechanisms that foster continual dialogue between offices; and the identification of selected activities to be performed on a collaborative basis by auditors and investigators operating outside the strictures of their respective disciplines. Our efforts in each of these areas are detailed below.

1. Organizational Structures
Past Reports to the Congress have focused on the major OIG reorganization that occurred in February 1982. Part of that reorganization involved the establishment of two new offices, Counsel to the Inspector General and Policy, Plans, and Management Systems, to respond to perceived coordination needs. The former assists auditors and investigators in dealing with the legal issues that can surface as a result of OIG review; it also plays a lead role in pursuing civil remedies. The latter is specifically charged with overseeing all OIG components to ensure that their activities are coordinated and that overall OIG resources are focused appropriately.

Semiannual Conferences
In March and September of each year, the OIG holds a joint conference for its headquarters and field management officials. The purposes of these conferences are to discuss issues affecting OIG policies, refine procedures, and develop goals for new initiatives. Approximately half of each conference consists of joint audit and investigative sessions which focus specifically on issues, goals, and initiatives affecting both functions.

Beyond the interaction between components, these conferences reinforce the element of unity and strengthen the ties between headquarters and the field.

Interdisciplinary Meetings
The workload of the OIG is principally performed by field audit and investigation offices in each of GSA’s 11 regions. At the regional level, these offices operate independently of each other. To ensure that the directors of these offices build upon the foundations laid in the semiannual conferences and are actively attempting to coordinate work projects, OIG policy calls for monthly interdisciplinary meetings between field audit directors and special agents-in-charge (SACs). Each meeting is conducted in accordance with an agenda which is alternately developed by the audit director and the SAC; agenda items normally address the workload being performed by that office. On a quarterly basis, interdisciplinary meetings are also scheduled for the employees in our field offices.

Interdisciplinary meetings are likewise held at headquarters, but on a quarterly basis.

IG Telephone Conferences
More than one year ago, monthly IG telephone conferences were inaugurated. These conferences are intended to provide a regular forum for the discussion of issues and events of interest to all OIG components. All management officials from our audit and investigation functions participate in these conferences.

The teleconferences, in addition to emphasizing the element of unity, give the Inspector General the opportunity to provide the personal direction necessary to keep components working cohesively toward OIG management goals. Conversely, each conference provides an opportunity for our managers to solicit direction, advice, or input on matters of concern to them. The results of this dialogue are subsequently documented in minutes and distributed to all participants.

Interoffice Referrals
Coordination of audit and investigative work in process is a prerequisite to the effective functioning of an Office of Inspector General. Within the GSA OIG, this vital link has been formalized in policy statements, and mechanisms have been established to ensure that referrals flow from Audits to Investigations and vice versa.

Our audit staff has been trained to be alert to any information disclosed through audit that may indicate potential wrongdoing, whether of a criminal or administrative nature. They have been further instructed to promptly refer this information to the Office of Investigations via a formal document known as a suspicion of irregularity.

Conversely, our investigators have been instructed to be alert to possible systemic problems or deficiencies in programs or operations administered or financed by the GSA. This information is to be referred to the Office of Audits in a memorandum.

In both instances, the actions taken as a result of these referrals are tracked through the Inspector General Information System.
Input to Audit Plan
Information identified through investigation can be an invaluable tool in identifying areas requiring audit coverage. In addition to the referral system previously described, input to the annual audit plan is actively sought from our investigative staff. In fact, OIG policy requires our investigative staff to furnish statements detailing recommended audit areas for use in the development of the plan.
Likewise, statements are also solicited from Counsel to the IG. This office’s involvement in legislation/regulation review and civil remedies is particularly useful in identifying matters requiring audit coverage.

Policy Development
The GSA OIG system for policy development and promulgation has been designed to ensure interoffice coordination during the development, preparation, and clearance of all issuances. These provisions ensure that each component office has an opportunity to review and comment on each policy statement. Suggested changes resulting from such reviews are then incorporated, as appropriate, in the final issuance. This system keeps all component offices apprised of procedural changes or new policies as they occur. It has the advantage of allowing the lead component to benefit from the insights of other OIG elements, while also allowing these elements to assess the impact these changes might have on their operations, including the need to revise their own procedures.

3. Activities for Collaborative Effort
Operational Surveys
Operational surveys are limited scope reviews of agency activities undertaken by multidisciplinary teams of auditors, investigators, and inspectors, under the general direction of the Office of Policy, Plans, and Management Systems. Utilizing their individual skills in tandem, the teams review programs or operations with known or suspected vulnerabilities to fraud, waste, abuse, and mismanagement. The surveys are designed as proactive assessments and result in three work products: advisory management reports for GSA officials, referrals for audit, and referrals for investigation. As such, they represent an important coordination initiative that transcends organizational lines.

C. Coordination Achievements
We believe that the accomplishments detailed previously in this report attest to the benefits of coordination among OIG components. In addition, the following narratives illustrate unique achievements that could not have been attained without coordinated activity.

1. Settlement for $2 Million
In October 1981, auditors in our Denver, Colorado, field office initiated a price reduction/defective pricing audit of two multiple award schedule contracts for industrial solvents and laundry products. The audit disclosed that the contractor had failed to provide complete and accurate pricing data in its proposal and, in accordance with the price reductions clause of the contract, our June 17, 1982 audit report recommended a recovery of $688,685.

The contracting officer advised the firm of the audit results and requested either a refund of the $688,685 or an explanation as to why this amount should not be refunded. The firm, without agreeing that a price reduction or defective pricing violation had occurred, offered $125,000 to settle the two contracts audited and all other outstanding GSA contracts. The contracting officer rejected this offer.

Through an interdisciplinary meeting, our Denver Field Investigations Office was advised of these events. Our SAC determined that the case had fraud potential and advised the contracting officer to suspend negotiations with the firm and take no further administrative action. He obtained a Grand Jury subpoena for all of the firm’s records pertaining to the two contracts audited plus 11 other GSA contracts within the contractual limits for audit. The firm, based upon the efforts of the SAC, subsequently agreed to voluntarily provide access to all records in return for withdrawal of the subpoena. This provision was met and our investigators initiated their review.

In late April 1983, the firm, without admitting price reduction or defective pricing violations, offered GSA $1.1 million to settle the issues. This figure, which was calculated using the same procedures and techniques presented in the audit report, was supported by information provided by the firm for the six years covered by all of the contracts. GSA delayed its decision on this offer pending OIG review of the calculations.

The subsequent audit questioned some of the assumptions and procedures utilized by the firm and disclosed new problem areas. The OIG’s Data Processing Systems Audit Division used computer-assisted techniques to review sales and quantify Government claims against the contractor. These data were utilized to identify additional discounts that should have been realized by GSA. Negotiations resumed in June 1983 and culminated in a negotiated settlement of $2 million. For purposes of reporting this $2 million recovery, we have included it as a sustained cost recovery originating through audit; however, the final settlement represents an amount shared by OIG components and is truly a joint accomplishment of Audits, Investigations, and Counsel to the IG.

Throughout this effort, Counsel to the IG played a major role in providing legal advice and coordinating the Government negotiations team. Integral to the success of the final outcome was coordination with GSA’s Offices of General Counsel and Federal Supply and Services as well as the Department of Justice.

2. Operational Survey of Buildings Management Field Office
The first operational survey, conducted in conjunction with our fraud prevention program, reviewed a major buildings management field office in Washington, D.C. The impetus behind the operational survey program came from a perceived need to focus special attention on those activities which have had a history of fraud and to respond to Congressional concerns that follow-up was, in fact, being performed. The survey team, comprised of investigators, inspectors, and auditors, concentrated on those types of procurement actions proven vulnerable in the past. Over 550 procurements,
covering a period of two years, were evaluated; some 112 were reviewed in detail and physically inspected. The survey also included an evaluation of the overall operations of the field office. Adherence to established policies and procedures was evaluated as was the adequacy of internal controls. Interviews were conducted with tenant agencies, contractor representatives, and unsuccessful bidders on procurement actions. While the survey showed that this field office was generally well run and efficient, it did result in five investigative and three audit referrals. The former involved possible instances of wrongdoing, while the latter are intended to provide areas for indepth review of potentially major management problems. Significantly, many of these referrals involved operations external to the field office actually under review. They encompassed regional buildings management operations, space and construction management issues, oversight activities, and safety hazards.

The survey also resulted in recommendations to correct deficiencies identified in 15 procurement areas, i.e., bidding, acceptance of workmanship, estimates, segregation of duties, etc. These recommendations were made to management via memoranda. We have requested a management response detailing the corrective action they plan to take as a result of these recommendations.
SECTION VIII — OTHER ACTIVITIES

In addition to the efforts summarized in other sections of this report, the OIG has also undertaken special initiatives designed to promote economy and efficiency in its own operations. Selected summaries of the more significant initiatives follow. This Office also participated in Governmentwide efforts to improve economy and efficiency through projects sponsored by the President’s Council on Integrity and Efficiency (PCIE).

A. OIG Management Initiatives

During this six-month reporting period, efforts progressed on initiatives previously detailed in our last Report to the Congress. Other initiatives designed to improve the functioning of this Office were implemented for the first time this period.

1. Appraisals of Component Offices

This period, the Office of Policy, Plans, and Management Systems implemented a systematic program for reviewing the economy, efficiency, and effectiveness of OIG components. This program is not only responsive to the need for feedback information on our operations, but also conforms to the internal control evaluation requirements imposed by the Federal Managers’ Financial Integrity Act.

Our first appraisal focused on the operations of our audit and investigation field offices in Boston, Massachusetts. Through an interdisciplinary peer group review, we were able to identify several areas that could be improved. Appropriate action has been initiated to bring about these improvements. At the same time, we concluded that our systems for internal controls were generally operating effectively in the Boston field offices.

Current plans call for the review of at least four field offices during Fiscal Year 1984.

2. Audit Planning Workshop

In July 1983, the OIG held its first audit planning workshop. The purpose of this and future workshops is to determine areas for audit focus and develop audit priorities for the upcoming fiscal year. They are intended to ensure that all components within the Office of Audits play a significant role in the development of the Annual Audit Plan.

Using a task group approach, attendees utilized the Inventory of Auditable Entities and other source material to identify prioritized issue areas. A total of 14 issue areas were seen to be of major importance to the GSA in Fiscal Year 1984. The task groups individually analyzed each area assigned to them and developed specific audit approaches. The collective results of the individual groups were then evaluated by the workshop at large.

As a result, our audit plan for Fiscal Year 1984 not only reflects the best judgments of our audit directors, but also responds to the priorities reflected in our inventory and the issues that we believe will impact most on GSA operations.

3. Application of ADP Audit Techniques

The GSA OIG has had a group of headquarters personnel, the Data Processing Systems Audit Division, devoted to automated data processing (ADP) auditing for some time. However, we share the view of the PCIE and the President’s Private Sector Survey on Cost Control that ADP can also be an extremely valuable tool for the non-ADP-specialist auditor and investigator.

We are therefore participating fully in the PCIE project to upgrade auditor and investigator ADP skills through procurement of and training in microcomputers. During this reporting period, we procured five microcomputers and sent an initial OIG contingent for microcomputer training. We intend to schedule a substantial number of additional staff for training in Fiscal Year 1984. We also expect to procure a limited number of additional microcomputers as specific needs and applications are identified.

The emphasis on the use of ADP as an audit and investigative tool produced some impressive results during this reporting period. As discussed in the preceding section on Coordination, the use of such techniques contributed, in part, to a $2 million settlement as opposed to the $688,685 initially proposed through audit. Through specially developed software, six years of financial records were reviewed in a timely fashion, and the basis for additional claims was established.

Our Data Processing Systems Audit Division also developed an audit software package that will assist our internal auditors in analyzing procurement transactions during internal reviews, especially those addressing the operations of GSA’s buildings management field offices. The package has been successfully tested and has already been utilized to identify a potential fraud case. Nationwide implementation of the software package will be completed in Fiscal Year 1984.

4. Audit Report Evaluations

The audit report evaluation program initiated during the last reporting period continues to progress. As an added dimension, this program is being coordinated with appraisals of component offices. Future efforts in this area will continue to emphasize both the random selection of reports and coordination of these evaluations with our onsite field office appraisals.

5. Professional Standards for Audit Performance

This period, we developed and presented a comprehensive course on the GAO standards for audit of governmental organizations, activities, and functions. Presentations were made to our audit staff in each field office as well as headquarters.

The course presents an indepth review of the GAO standards and provides for their discussion in a workshop setting. It also stresses OIG policies and pro-
6. Improved Writing Techniques

The primary work product of the OIG is written reports. Recognizing that our overall effectiveness is integrally tied to our ability to effectively communicate the results of our audits and investigations, we sponsored a course to improve the overall writing ability of the OIG staff. Auditors and investigators nationwide attended this two-day training session designed to enhance report organization, presentation, and writing.

7. Convincing OIG Clients to Take Needed Corrective Action

The ultimate objective of OIG activities is to ensure that needed improvements are made in GSA programs and operations; and, as noted above, audit and investigative reports are the standard vehicles that we use in pursuit of that objective. However, these vehicles are effective only to the extent that we can convince OIG clients of the objectivity and significance of our findings, and the importance of their taking corrective action. To a very large extent, the final convincing takes place during audit exit conferences, meetings with top-level management officials, and discussions with U.S. Attorneys and the Department of Justice.

Over the last several years, this Office has increasingly recognized both the importance of these face-to-face dealings, and the traditional lack of OIG emphasis on verbal and interpersonal skills. As a result, during this period we conducted a two-day training session for audit and investigative field and division directors. The course focused on how to effectively present information during briefings, presentations, meetings, etc.; and how to recognize and address the differing concerns and objectives of OIG client groups.

B. Projects Sponsored by the PCIE

During the period, the OIG continued to participate in the interagency projects sponsored by the PCIE. Our specific involvement is delineated by project.

1. Procurement Debarment and Suspension Project

This project, aimed at strengthening the Government's debarment and suspension processes, is now in its final phase. Efforts are being focused on facilitating Governmentwide implementation of Policy Letter 82-1 issued by the Office of Federal Procurement Policy, and FPR Temporary Regulation 65. These documents provide for Governmentwide debarment and suspension, and set forth the debarment/suspension policies and procedures that govern individual agency proceedings.

2. PCIE Prevention Committee

Under the aegis of the PCIE Prevention Committee, GSA's Inspector General serves as Chairperson of two subcommittees: Legislative and Regulatory Review, and Procurement and Contracts. Each subcommittee is tasked with identifying and compiling the best existing techniques for preventing waste, fraud, and mismanagement, including those in use in the Federal community, State governments, and private industry, where appropriate. Once compiled, these best practices will be disseminated to all OIGs and other interested parties.
SECTION IX — STATUS OF SIGNIFICANT RECOMMENDATIONS MADE IN PREVIOUS REPORTS

This section presents the significant audit recommendations highlighted in previous Reports to the Congress that are not yet fully implemented. The Office of Audit Resolution, which acts as staff to the Audit Followup Official in tracking implementation of resolved recommendations, provided the status information on resolved recommendations. The remaining material was prepared by the OIG. This information has been separated into three major subdivisions to draw a distinction between the reasons for lack of implementation.

A. Significant Recommendations Which Have Not Been Resolved or Which Have Not Been Satisfactorily Implemented

Inspection of the Lease Construction of a Laboratory Facility
Period First Reported: October 1, 1982 to March 31, 1983

This review disclosed that inadequate contract administration and a lack of technical input in the conceptual, design, and construction phases of a laboratory facility for the Environmental Protection Agency has resulted and/or will result in Government overpayments and losses of over $1.5 million. As of September 30, 1983, this report was unresolved.

It remains unresolved because the corrective actions being pursued by the region are so involved and complicated that the region has not yet been able to formulate a comprehensive time-phased action plan. Accordingly, we made four recommendations to correct the identified problems. Implementation is proceeding according to established milestones. Full implementation is not scheduled until 1984.

Contract for New Federal Office Building Improperly Administered
Period First Reported: October 1, 1981 to March 31, 1982

Our review of the construction of the new Federal office building and courthouse in Hato Rey, Puerto Rico, found that over $580,000 in unnecessary costs were incurred and additional funds were wasted due to improper administration of the construction contract. In our last Report to the Congress, we reported that the Office of Audit Resolution considered all of the recommendations implemented, but was carrying our recommendation to initiate recovery action as an open item until the money was actually recovered.

An OIG implementation review found that the region did not take proper steps to implement the action to recover overpayments to the contractor. The first demand letter to the contractor was not sent by registered mail and, although not answered, no followup action was taken for five months. Therefore, in our June 22, 1983 report, we recommended that the Regional Administrator ensure that all future claim actions are sent via registered mail with a return receipt requested, and that timely followup communication occur on all claim actions. We also recommended that the Assistant Regional Administrator for Public Buildings and Real Property ensure that constant contact is maintained with GAO so as to expedite the disposition of the subject claim action.

The Regional Administrator concurred in our recommendations. The Commissioner, PBS, has not yet responded to the report.

The Office of Audit Resolution closed our original report upon issuance of our implementation report. They will track the implementation review recommendations when that report is resolved by the OIG.

B. Significant Recommendations Being Implemented According to Established Milestones

Controls Over Costs for Repairs, Alterations, and Improvements to Leased Space
Period First Reported: October 1, 1982 to March 31, 1983

This audit found that GSA policies and procedures were inadequate to effectively control the cost of repairs, alterations, and improvements to leased space. Accordingly, we made four recommendations to correct the identified problems.

Implementation is proceeding according to established milestones. Full implementation is not scheduled until 1984.
Controls Over Lease Renewal Dates  
Period First Reported: October 1, 1982 to March 31, 1983

This audit disclosed that a special review initiated by PBS officials to reconcile information in the PBS Information System (PBS/IS) to individual lease files was inadequate in several regions. Significant errors were still present in the PBS/IS data after the completion of the reconciliation. Therefore, we recommended that specific actions be taken to improve controls over lease data.

One recommendation remains unimplemented due to time considerations. It requires that periodic reviews be performed in each region to ensure that procedures for managing and controlling lease data are fully implemented. Reviews have been scheduled starting in December 1983.

Implementation of the Public Buildings Cooperative Use Act  
Period First Reported: October 1, 1982 to March 31, 1983

Our review disclosed a number of problems associated with the implementation of the Public Buildings Cooperative Use Act of 1976. The most significant was that legislative and economic constraints prevent GSA from effectively implementing its provisions. We made 18 recommendations to correct this and other findings. Implementation is proceeding in accordance with established milestones. Full implementation of all recommendations is scheduled to occur in Fiscal Year 1984.

Improper Recording of Obligations  
Period First Reported: October 1, 1982 to March 31, 1983

A multiregional review of obligations recorded for GSA appropriations found overstated amounts at the close of Fiscal Year 1981. Implementation has been completed on all of the recommendations in three of the four audits on which we reported. One recommendation in the fourth audit, involving the correction of the vendor payment history, remains unimplemented. Completion is scheduled for December 1984.

Controls Over Travel Tickets  
Period First Reported: October 1, 1982 to March 31, 1983

Our review of the controls used by GSA to identify unused and partially used travel tickets found them to be inadequate. Accordingly, we made two recommendations to establish accounting controls to complement existing administrative controls. Implementation has been completed on one recommendation.

The recommendation to amend the Federal Property Management Regulations has not been completed. Completion is scheduled for December 1983.

Application of the ICB System Concept  
Period First Reported: October 1, 1982 to March 31, 1983

Our review of the mandatory use of Integrated Ceiling and Background (ICB) systems in all new Federal buildings and major alteration projects found that this mandate had created customer dissatisfaction and wasted millions of dollars. To correct the identified problems, we made six recommendations.

Partial implementation has been achieved on the recommendations to develop and implement an office acoustics training program and to develop specific guidelines for approving/disapproving agency requests for ceiling-high partitions. Implementation of the remaining four recommendations is proceeding according to established milestones. The milestones for corrective action call for full implementation by March 1984.

Poor Inspection of Repair and Alteration Contract Work  
Period First Reported: April 1, 1982 to September 30, 1982

Our review of repair and alteration work on a warehouse disclosed numerous contract deficiencies, defects, and omissions which went unnoticed by GSA inspectors. Accordingly, we made nine recommendations for corrective action; eight of the recommendations have been implemented.

The remaining recommendation, which required that the contracting officer have the contractor perform the specified work or provide a credit, remains open relative to one contract item—the pilasters which were never installed. The region determined that the pilasters are a necessary structural requirement and rejected an attempt by the contractor to provide a credit for these items. Accomplishment of the work has been complicated and delayed by the fact that the construction company was sold to a new owner. The contracting officer is following up; completion is expected by September 1984.

Contracting Procedures for Commercial Appraisal Services Do Not Assure Adequate Competition  
Period First Reported: April 1, 1982 to September 30, 1982

Our audit of the contracting procedures utilized to award commercial appraisal service contracts found that current practices do not assure adequate competition. We made three recommendations to correct the deficiencies disclosed; two have been implemented.

The third recommendation, involving the revision of the appraisal handbook, is still not fully implemented. The original milestone date of December 31, 1982 has been revised to November 30, 1983. An instructional memorandum was sent to the regions containing interim instructions pending completion of the handbook.

Deteriorated Roof Adversely Affecting Stockpiled Asbestos  
Period First Reported: April 1, 1982 to September 30, 1982

Our review of the National Defense Stockpile storage program disclosed that water leaking through the roof of the Baton Rouge Depot, Baton Rouge, Louisiana, had caused deterioration of the burlap and plastic bags
covering stored asbestos. We recommended that immediate action be taken to resolve this problem.

In response to our recommendation, a task force developed a plan to either sell or bury the asbestos by May 1983. This date was later extended to December 1, 1983.

Management attempted to sell the asbestos but found that this was not a viable option. Negotiations are now in process with contractors to remove and bury the asbestos. GSA’s Federal Property Resources Service and Public Buildings Service are also negotiating what actions should be taken relative to the depot. All actions should be completed by June 1985.

**Prompt Action Needed to Preserve America’s Recorded Heritage**

*Period First Reported: October 1, 1981 to March 31, 1982*

Our audit of the National Archives and Records Service found that intrinsically valuable historical documents were not being adequately preserved and protected. To correct the identified deficiencies, we made eight recommendations for corrective action; corrective action has been completed on four recommendations.

The remaining recommendations, involving the conduct of environmental testing and the development of standards, were scheduled for completion by October 1983. This date was extended to June 1985.

**Reimbursable Work Authorizations**

*Period First Reported: October 1, 1981 to March 31, 1982*

We found that GSA was performing work for tenant agencies under reimbursable agreements without Congressional review and approval. We recommended that GSA develop procedures which would require tenant agencies to cite appropriations when requesting reimbursable services in order to demonstrate Congressional approval.

The revision of GSA Form 2957-RWA, the remaining unimplemented action, was originally scheduled for January 31, 1983, but was delayed until September 1983 due to management’s need to solidify policy in this area. As of September 30, 1983, revision was still not accomplished, but interim compliance had been achieved. Full implementation is now scheduled for December 1983.

**Inadequate and Improper Financial Management of the Construction Services Fund**

*Period First Reported: October 1, 1981 to March 31, 1982*

Our review of the Construction Services Fund (CSF) disclosed serious improprieties relative to its financial management. The audit report contained nine recommendations; corrective action has been completed on eight of these recommendations.

The remaining open recommendation required that action be taken to determine the true fund needs of the CSF and, upon determination, action be taken to obtain the necessary funds. This action was scheduled for completion in April 1983.

On May 12, 1983, the Commissioner, PBS, advised the Inspector General that due to specific actions the PBS had taken, the perceived urgency for additional funding no longer existed. Therefore, new obligational authority would be requested in the Federal Buildings Fund budget submission for Fiscal Year 1985. The Inspector General concurred in this action. Implementation will therefore be completed in December 1983 when the budget request is submitted.

**C. Significant Recommendations Not Being Implemented for Reasons Beyond GSA’s Control**

**Termination of the Nashville Union Train Station Rehabilitation Project**

*Period First Reported: October 1, 1982 to March 31, 1983*

Our review of the GSA project to rehabilitate the Nashville Union Train Station concluded that the project was economically unsound and could not be completed within the approved funding. Accordingly, we recommended that the Congress be advised of the reasons why the prospectus could not be satisfied and that GSA propose terminating the project and disposing of the facility.

Implementation action has been delayed by the filing of a lawsuit against GSA by an historical organization in Nashville. PBS and regional officials are in the process of responding to the lawsuit. Implementation action will resume upon its settlement.

**An Approach to Improving GSA’s Leasing Program**

*Period First Reported: October 1, 1981 to March 31, 1982*

This compendium report disclosed that GSA must take a more aggressive role in establishing and enforcing policy for leasing. Toward this end, we made 14 recommendations; 13 have been implemented.

The remaining recommendation, addressing the development of legislative proposals that provide latitude for tailoring space requirements to individual situations, cannot be implemented until the revision of the Uniform Federal Accessibility Standard (UFAS) is completed. The UFAS revision has been delayed by the Architectural and Transportation Barriers Compliance Board due to the number of changes required. Milestone dates have been extended to January 1984 pending completion of the UFAS revision.
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A30363/3/F/830401 Preaward Evaluation of Proposal Submitted for Multiple Award Schedule Contract, Metropolitan Wire Corp., Solicitation No. 10PN-

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A30470/1/F/830429 Letter Report — Proposed Lease Extension of 99 High Street, Boston, Massachusetts, Lease No. GS-01B(PRA)-02890 (NEG) 04/29/83

PBSC0382/W/F/830429 Inspection of Contract No. GS-03B-88963, Construction of Smithsonian Museum Support Center, Suitland, Maryland 04/29/83

PBSC0982/W/F/830429 Inspection of Lease Alteration Act No. 21724695, Alterations to First and Second Floors, Plaza West Building, Rosslyn, Virginia, Lease No. GS-03B-10011 04/29/83
A30468/W/F/830502 Letter Report — Proposed Award of Lease, 12725 Twinbrook Parkway, Rockville, Maryland, Lease No. GS-11B-30021 05/02/83
A30330/4/F/830504 Lease Administration for the One Government Plaza Building, Gulfport, Mississippi 05/04/83
A30068/7/F/830505 Letter Report — Review of Maintenance Management Program. Buildings Management Division and Field Office Operations 05/05/83
A30057/5/F/830506 Letter Report — Review of Selected Financial Operations of the Construction Services Fund 05/06/83
A30422/5/F/830506 Letter Report — Observation of the Physical Inventory of Self-Service Store No. 41, Cleveland, Ohio 05/06/83
A30405/5/F/830506 Letter Report — Observation of the Physical Inventory of Self-Service Store No. 42, Cincinnati, Ohio 05/06/83
5F/10463-00-28 Stockpile Inventory and Billing Systems (Phase II) 05/10/83
5Z208611111/W/F/830505 Administrative Practices and Procedures of the United States Commission on Civil Rights 05/10/83
A30475/1/F/830511 Letter Report — Proposed Federal Office Building, Boston, Massachusetts 05/11/83
A30487/W/F/830511 Letter Report — Proposed Award of Lease, 1201 E Street, N.W., Washington, D.C., Lease No. GS-11B-30008 05/11/83
A30473/1/F/830512 Letter Report — Proposed Award of Lease Extension, 100 Summer Street, Boston, Massachusetts, Lease No. GS-01B(PRA)-02789 (NEG) 05/12/83
A30437/5/F/830513 Letter Report — Observation of the Physical Inventory of Self-Service Store No. 43, Detroit, Michigan 05/13/83
A30053/F/5/830516 Letter Report — Inspection of Federal Supply Schedules for Woodworking and Metalworking Machinery and Equipment 05/16/83
A30531/W/F/830516 Letter Report — Proposed Award of Lease, Crystal Gateway Building No. 2, Lease No. GS-11B-30022 05/16/83
9B120525111/W/F/830516 Consolidated Report on Significant Improvements Are Needed in the Procurement and Administration of Construction Contract Change Orders 05/16/83
A30502/W/F/830517 Letter Report — Proposed Award of Lease, Woodmont Building Complex, Lease No. GS-11B-30023 05/17/83
A30057/6/F/830518 Letter Report — Selected Financial Operations of the Construction Services Fund, Region 6 05/18/83
SPBSL0182/4/F/830519 Lease Inspection/Lease Consolidation, First National Building, El Paso, Texas, Lease Nos. GS-07B-11397, GS-07B-11466 and GS-07B-11477 05/19/83
A30478/9/F/830524 Letter Report — Preaward Audit of a Succeeding Lease, Two Embarcadero Center, San Francisco, California 05/24/83
A30481/9/F/830524 Letter Report — Preaward Audit of a Succeeding Lease, Two Embarcadero Center, San Francisco, California 05/24/83
A30483/9/F/830524 Letter Report — Preaward Audit of a Succeeding Lease, One Embarcadero Center, San Francisco, California 05/24/83
A30513/9/F/830524 Letter Report — Preaward Audit of a Proposed Lease Extension, 3225 North Central Avenue, Phoenix, Arizona 05/24/83
5D206150202/2/F/830524 Review of the General Supply Fund Administrative Equipment, Region 2 05/24/83
4D10451XX11/W/F/830525 Consolidated Report on Improving the Pricing of Non-Recurring Reimbursable Work Authorizations 05/25/83
A30187/4/F/830526 Energy Inspection of Federal Building, 275 Peachtree Street, Atlanta, Georgia 05/26/83
A30420/7/F/830527 Letter Report — Review of Controls Over Receipts from Real Property Sales 05/27/83
A30569/W/F/830531 Letter Report — Proposed Award of Lease, 1201-1301 South Fern Street, Arlington, Virginia, Lease No. GS-11B-20085 05/31/83
A30577/1/F/830531 Letter Report — Proposed Award of Succeeding Lease, 33 North Avenue, Burlington, Massachusetts, Lease Contract No. GS-01B(PEL)-03387 05/31/83
A30464/7/F/830602 Letter Report — Review of Agreements Between GSA and the University of Texas Concerning Ownership, Operation, Maintenance and Protection of the LBJ Library 06/02/83
A30194/4/F/830602 Inspection of Renovation of Warehouses, Fort Worth, Texas, Contract No. GS-07B-31039 06/02/83
A30028/1/F/830607 Internal Control Weaknesses Hamper Inventory Management Operations, Region 1 06/07/83
A30010/5/F/830608 Regional Appraisal Staff, Region 5 06/08/83
5D201681111/W/F/830615 Letter Report — Hazardous Duty Payments 06/15/83
A30135/4/F/830616 Inspection of Roof Repairs, U.S. Border Station and U.S. Post Office-Courthouse, Laredo, Texas 06/16/83
A30423/W/F/830617 Letter Report — Inspection of Lease Alteration Project A1739176; Alterations to Room G3C24, AMC Building, Alexandria, Virginia, Lease No. GS-03B-05854 06/17/83
5X202550011/W/F/830617 Improvements are needed in the Management and Control of the GSA Employees Association 06/17/83


SFSS1382/4/F/830622 Inspection of Administrative Service Division Procurement Practices, Region 4 06/22/83

A30572/5/F/830623 Letter Report — Inspection of Corrugated Boxes as a Result of GAO Case Summary 29453 06/23/83

WPBSC1882/9/F/830624 Inspection of Region 9 Repair and Alteration (R&A) Program for the Years FY 1983 through FY 1987 06/24/83

A30108/9/F/830624 Inspection of Fire Station Extension, Denver Federal Center, Denver, Colorado 06/24/83

5D207081111/W/F/830627 Construction Services Fund — Increased Management Attention is Needed 06/27/83

A30565/T/F/830627 Letter Inspection Report — FSS May Have Defective Sand Bags in Their Supply System 06/27/83

A30205/2/F/830628 Review of Cafeteria Equipment/Furniture, Region 2 06/28/83

A30441/2/F/830628 Letter Report — Observation of the Physical Inventory of the Self-Service Store No. 32, New York, New York 06/28/83

4K-10853-00-22 Letter Report — Review of ADP Fund Billings and Collections 06/30/83

5D206160606/6/F/830630 Region 6 Needs Greater Accountability and Control Over Administrative Equipment 06/30/83

5D207200606/6/F/830630 Revisions to the GSA Payroll Process Could Result in Efficiencies and Cost Savings 06/30/83

A30588/W/F/830630 Letter Report — Inspection of Conversion of the Third Floor Courtrooms and Judges’ Suites; Garmatz Federal Building, Baltimore, Maryland; Contract No. GS-03B-88483 06/30/83

A30271/6/F/830630 Letter Report — Review of the Material Returns Program, Office of Federal Supply and Services 06/30/83

A30497/6/F/830630 The Physical Inventory Count of the Omaha Self-Service Store was performed in accordance with prescribed procedures 06/30/83

PBSCO582/W/F/830630 Inspection of Window Wall Contract, SSA Metro West Building, Baltimore, Maryland, Contract No. GS-03B-78054 06/30/83

A30587/1/F/830701 Letter Report — Preaward Lease Reviews, One Gateway Center, Newton, Massachusetts, SLA #7, GS-01B(PRA)-02938 Neg. (Ext.), GS-01B (PEL)-03388 Neg. (Succeeding Lease) 07/01/83


A30661/0/F/830701 Review of Hotline Allegations Regarding Conferences held in Ft. Worth, Texas, During May 23-27, 1983 07/01/83

A30050/5/F/830706 Inspection of Federal Supply Schedule 511A 07/06/83

A30656/3/F/830706 Letter Report — Proposed Award of Lease, Airport Plaza, 793 Elkridge Landing Road, Linthicum, Maryland, Lease No. GS-03B-30013 07/06/83

A30675/9/F/830713 Letter Report — Preaward Lease Review, 1221 Broadway, Oakland, California, Solicitation No. GS-09B-82836 07/13/83

A30499/2/F/830714 Checks Held by Regional Counsel, Region 2 07/14/83

A30190/2/F/830715 Vacant Space at 26 Federal Plaza, New York, New York, Region 2 07/15/83

A30550/W/F/830715 Letter Report — Lease Inspection, Logan Building, 1111 18th Street, N.W., Washington, D.C., Lease No. GS-11B-10075 07/15/83

A30665/9/F/830720 Letter Report — Preaward Audit of a Lease Extension and Renewal, 525 Market St., San Francisco, California 07/20/83

A30111/Z/F/830721 FSS-28 System Development Project 07/21/83

3C207651111/W/F/830721 Letter Report — Excess Personal Property Program Within the National Capital Region 07/21/83

A30254/2/F/830722 Proposed IRS Lease, Hempstead, New York, Lease No. GS-02B-22137 07/22/83


A30183/W/F/830727 Inspection of Leases for Space in the New McLaughlin Building, Washington, D.C., Lease Nos. GS-03B-5947, GS-03B-70029, GS-11B-00045, and GS-11B-10067 07/27/83

A30285/7/F/830727 Letter Report — Evaluation of Contract Management Division, Region 7 07/27/83


A30340/T/F/830727 Letter Report—Proposed Purchase of the GSA Supply Depot, Duluth, Georgia 07/27/83
A30543/5/F/830824 Letter Report — Inspection of Contract Administration and Work-in-Place, New First Floor Court Facility and Improvements, Federal Building and U.S. Courthouse, Columbus, Ohio 08/24/83
A30323/9/F/830825 Operations at the Federal Archives and Records Center, San Bruno, California, Region 9 08/25/83
A30704/9/F/830826 Letter Report — Inventory Procedures, Stockton Supply Distribution Facility 08/26/83
A30249/4/F/830830 Motor Equipment Division’s Regional Maintenance Control Center 08/30/83
A30535/5/F/830830 Letter Report — Inspection of Contract Administration and Work-in-Place Initial Space Alterations, USDA, FSQS, 4300 Goodfellow Boulevard, St. Louis, Missouri 08/30/83
A30224/6/F/830831 Improved Region 6 ADDLIB Payment Procedures are Needed to Ensure Compliance with the Prompt Payment Act 08/31/83
A30233/9/F/830831 Letter Report—Project NCA 00700, U.S. Courthouse and Federal Building, First and San Carlos Streets, San Jose, California, Construction Contract No. GS-09B-00700-0F 08/31/83
A30414/4/F/830831 Lessor Maintenance of Government Equipment, IRS Service Center, Chamblee, Georgia 08/31/83
A30238/5/F/830906 Excess and Surplus Real Property, Region 5 09/06/83
A30545/4/F/830906 Letter Report — Federal Protective Service Division’s Security System Management 09/06/83
A30812/8/F/830908 Letter Report — Proposed Award of Lease, WM Capital and Management Corp., Lease No. GS-08P-11924 09/08/83
NCPBSB1382/5/F/830908 Inspection Review of Miscellaneous Improvements, Federal Building and U.S. Courthouse, Milwaukee, Wisconsin 09/08/83
A30655/4/F/830912 Letter Report — Inspection Review of Region 7 Initial Space Alteration for Department of Labor Federal Building, 2320 La Branch Street, Houston, Texas 09/12/83
A30010/3/F/830913 Letter Report — Review of Appraisal Staff, Region 3 09/13/83
5D206210909/9/F/830915 Federal Building Fund, Region 9 09/15/83
6J-00130-00-21 Follow-on Review of the Interagency Audit of Property Management 09/16/83
A30622/R/F/830919 Letter Report — Review of Holdover Leases and Lease Extensions 09/19/83
A30170/5/F/830921 Inspection of Miscellaneous Improvements, Federal Building and U.S. Courthouse, Detroit, Michigan, Contract No. GS-05BC-81799 09/21/83


A30663/W/F/830922 Letter Report — Limited Review of the External Services Branch, Finance Division 09/22/83

A30403/2/F/830923 Review of Time Recording Practices at the Federal Plaza Buildings Management Field Office 09/23/83

A30858/9/F/830926 Letter Report—Preaward Audit of a New Lease, 5721 West Century Boulevard, Los Angeles, California 09/26/83


A30523/2/F/830929 Review of Procedures for the Cashing of Checks Collected from the Sale of Government Vehicles 09/29/83

A30790/Z/F/830930 Letter Report — Audit of GSA Office Automation Procurement 09/30/83

A30860/7/F/830930 Letter Report—Proposed Award of Lease Extension, Summit Tower, 5835 Callaghan Road, San Antonio, Texas, Lease No. GS-07B-10283 09/30/83

A30533/6/P/830930 Survey of GSA’s Financial Management Systems 09/30/83
APPENDIX II

Delinquent Debts

GSA's Office of Comptroller provided the information presented herein.

GSA Efforts to Improve Debt Collection

During the period April 1 through September 30, 1983, specific activities undertaken by the GSA to improve debt collections and to reduce the amount of debts written off as uncollectible have been in the areas of (1) Personal Property Sales, (2) Claims Collection, (3) Upgrading Collection Functions, and (4) Enhancements to the National Electronic Accounting and Reporting (NEAR) System.

After an extensive evaluation of its current payment policy for personal property sales, the Office of Property Management, Federal Supply and Services, directed that effective August 1, 1983, personal checks were no longer acceptable. Acceptable forms of payment are limited to cash, cashier's checks, irrevocable letters of credit, money orders, traveler's checks and government checks. This new policy improves debt collections and reduces write-offs by eliminating a source of potential bad debts, i.e., returned checks.

In July 1983, procedures for preparing the Claims Collection Litigation report were sent to all Regional Finance Directors. This report is required for all claims referred to the Department of Justice for litigation action. The importance of having a good address for the debtor and a current credit report was emphasized by Justice. The Central Office Credit and Finance Branch is looking into improving the quality of credit reports and skip trace services.

The National Audiovisual Center (NAC) of the National Archives and Records Service reduced its delinquent accounts significantly by identifying and bringing under control the circumstances which created some of the prior year delinquencies, including those associated with fraud by the previous financial officer. NAC has developed a collection system which involves a series of letters to contact the accounts and the creation of a file to document each account for future audit. NAC is reluctant to write-off large unsubstantiated amounts since this method was used to perpetrate fraud. NAC hopes that staffing changes and upgrading the collection function will reduce delinquencies and write-offs.

The NEAR Multi Fund Accounts Receivable System has been developed and its phased implementation begins in October 1983. This system is designed to process, record, classify and summarize financial events related to receivable activity occurring from the time of billing through the eventual liquidation of the receivable. A major benefit of the new system is that it provides for and maintains unique data elements to meet cash management and debt collection requirements.

Non-Federal Accounts Receivable

Because GSA is currently operating under a manual system, data on non-Federal receivables for the period April 1, 1983 through September 30, 1983 were not available at the time of publication. Consequently, six month data for the period January 1, 1983 through June 30, 1983 is provided.

As of June 30, 1983, total delinquent non-Federal accounts receivable were $10.2 million. The delinquency rate was 10 percent compared to 14 percent reported for the quarter ended December 31, 1982.

<table>
<thead>
<tr>
<th>As of December 31, 1982</th>
<th>As of June 30, 1983</th>
<th>Difference</th>
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<tbody>
<tr>
<td>Total Amounts Due GSA</td>
<td>$64,009,674</td>
<td>$97,663,454</td>
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<tr>
<td>Amount Delinquent</td>
<td>$9,082,377</td>
<td>$10,219,703</td>
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<tr>
<td>Total Amount Written Off as Uncollectible Between 12/31/82 and 6/30/83</td>
<td></td>
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