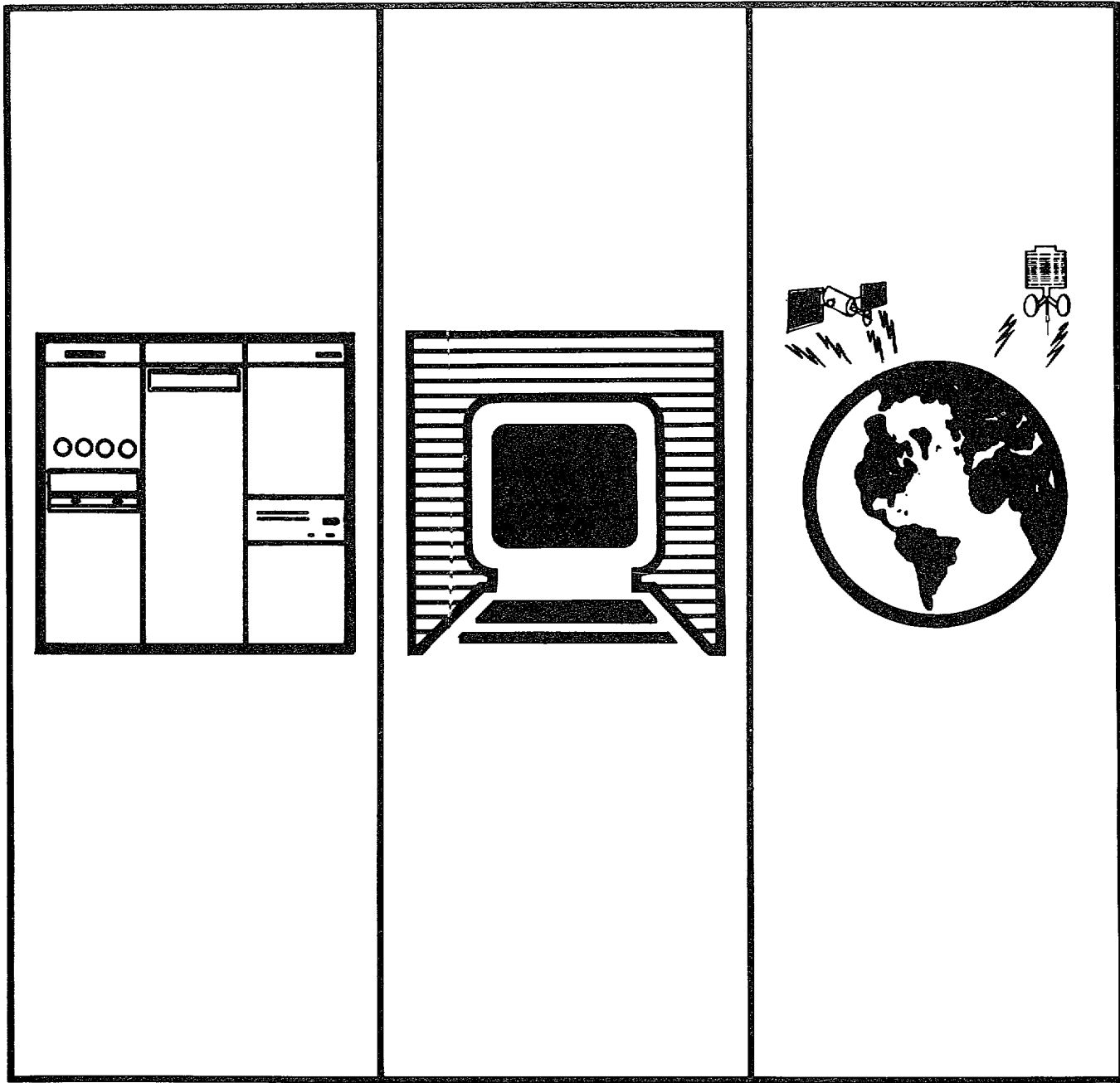




A Bibliography of Documents Issued by the
GAO on Matters Related to:

ADP, IRM & Telecommunications



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GAO on Matters Related to:

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IMTEC-84-9
April 1984

U.S. GENERAL ACCOUNTING OFFICE

CHARLES A. BOWSHER

COMPTROLLER GENERAL OF THE UNITED STATES

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FOREWORD

Increasingly, agencies are relying on computers, automatic data processing (ADP), information resource management (IRM), and telecommunications to help at all levels of management. The use and cost of these technologies call for knowledgeable and effective management of available resources and appropriate auditing.

Appropriate auditing of management encompasses a review of an agency's history to see if current problems were noted before and, if so, how they were addressed. To help auditors identify recurring ADP problems, the U.S. General Accounting Office (GAO), over the past few years, has issued bibliographies listing most GAO reports, decisions, and letters dealing with ADP. The first bibliography was issued in September 1981 (AFMD-81-85), the second in April 1982 (AFMD-82-50), and the third in May 1983 (AFMD-83-53). They include ADP-related documents issued between 1976 and 1982. This bibliography, unlike previous editions, also contains information on IRM and telecommunications.

Working with existing and future issues, one will be able to follow the history of major problems with ADP, IRM, and telecommunications and perhaps trace their resolution. Although GAO's Information Management and Technology Division is now primarily responsible for these issues, the material covered in this bibliography represents the total ADP, IRM, and telecommunications-related effort of all of GAO.

Questions about the bibliographies should be directed to the IMTEC Center, Room 6723, GAO Building, 441 G Street, N.W., Washington, D.C. 20548, (202) 275-4632. To order individual documents or to request bibliographic searches on a specific topic, call GAO's Information Handling and Support Facility (IHSF) at (202) 275-6241. You may use the cards in this book to order documents.

INTRODUCTION

This expanded **ADP Bibliography** contains citations and abstracts of ADP, IRM, and telecommunications-related documents released by GAO during 1983 and earlier documents judged appropriate for inclusion in the bibliography. Included are references to audit reports, staff studies, speeches, testimonies, Comptroller General decisions, and other documents. You may use the bibliography for a variety of purposes, including in-depth research into a specific topic, searching for a particular document, maintaining current awareness, and general browsing.

HOW TO USE THE BIBLIOGRAPHY

The bibliography is divided into a CITATION SECTION (white pages) and an INDEX SECTION (yellow pages).

The CITATION SECTION consists of brief descriptions of the documents and often includes an informative abstract. Some or all of the following information is in each citation, as appropriate:

- o **Title or subtitle**
- o **Type, date, and pagination**
- o **Author or witness**
- o **GAO issue areas**
- o **Agencies or organizations concerned**
- o **Congressional committees, Members of Congress, or agencies to whom the document is specifically relevant**
- o **Law and/or related statutory regulatory authorities upon which the document is based**
- o **GAO contact**

The INDEX SECTION is the key for locating references to documents cited in this bibliography. It is comprised of four indexes that classify information according to the following:

Subject

Agency or organization

(Includes both federal agencies and nongovernmental corporate bodies)

Congressional affiliation

(Includes entries under relevant congressional committees and individual Representatives and Senators)

Document number

(Includes entries arranged by report number and/or B-number--GAO's internal file system--and date)

Reference from the index entries to the corresponding citations is provided by a unique six-digit accession number assigned to each citation. You should also use the accession number to request copies of the document described in the CITATION SECTION.

A sample entry is shown opposite page one of the CITATION SECTION and at the beginning of each index.

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TABLE OF CONTENTS

CITATION SECTION

Accession Numbers	Page
090038-113629	1
113838-120001	12
120040-120570	24
120571-120925	36
120928-121277	48
121278-121721	60
121722-122005	72
122024-122468	84
122474-122725	96
122729-123269	108

INDEX SECTION

Type of Index

Subject	119
Agency/Organization	163
Congressional	179
Document Number	193

Common abbreviations used in this publicationinside back cover

**CITATION
SECTION**

SAMPLE CITATION

Accession Number — **122958**
 Title/Subtitle — **[Bonneville Power Administration Control System's Computer Security]**. B-211147. March 18, 1983. *Released* November 14, 1983. 3 pp. — Document Date
 (Invented Titles Are Bracketed) —
 Type of Document — **Report to Peter T. Johnson, Administrator, Bonneville Power Administration; by Walter H. Henson, Regional Manager, GAO** — Addressee
 Author — **Field Operations Division: Regional Office (Seattle).**
 GAO Issue Area — **Issue Area:** Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Energy: Improving Energy Organization and Decisionmaking (1638). — GAO Contact
 (Code Numbers in Parentheses) —
 Budget Function — **Budget Function:** Security of ADP Systems (990.6); Automatic Data Processing (990.1). — Agency/Organization Concerned
 (Code Numbers in Parentheses) —
Organization Concerned: Department of Energy; Bonneville Power Administration.
 Congressional Relevance — **Congressional Relevance:** *House* Committee on Appropriations: Energy and Water Development Subcommittee; *House* Committee on Interior and Insular Affairs: Mining, Forest Management, and Bonneville Power Administration Subcommittee. — Legislative Authority
Authority: OMB Circular A-71.
 Abstract — **Abstract:** As part of its study of automatic data processing management at the Bonneville Power Administration (BPA), GAO reviewed computer security at the control system's Dittmer computer center. **Findings/Conclusions:** GAO found that, although BPA has made some progress toward developing and implementing a computer security program agencywide, it needs to do more. Recently, BPA appointed a computer protection program manager, identified critical and sensitive data processing systems, and assessed risks and threats to the computer center. However, during its review of the center, GAO found that: (1) written computer security procedures had not been developed or implemented; (2) an automatic fire suppression system had not been installed; (3) physical access to the facility was not appropriately restricted; and (4) a contingency plan for implementation in the event that the computer becomes nonoperational had not been fully developed. GAO concluded that BPA must correct these problems at the computer center before it can fully install a computer security program. **Recommendation To Agencies:** The Administrator of BPA should, after the security program is implemented, direct the chief auditor to periodically review the computer center's security program's implementation and its compliance with Office of Management and Budget Circular A-71 Transmittal Memorandum Number 1 and Department of Energy Order 1360.2. The Administrator of BPA should develop a time-phased action plan and feedback procedures to: (1) complete the Dittmer computer center security procedures; (2) install a fire suppression system at the computer center; (3) evaluate Division of System Operations policies and procedures regarding physical access to the computer center; and (4) complete, implement, and test the computer center's contingency plan. — Recommendations to Agencies
 Findings/Conclusions —

090038

Cable Television and a Regulatory Policy. CED-76-124; B-131935. July 16, 1976. Released November 1, 1976. 16 pp. plus 1 appendix (6 pp.).

Report to Rep. Lionel Van Deerlin, Chairman, House Committee on Interstate and Foreign Commerce: Communications Subcommittee; by Elmer B. Staats, Comptroller General.

Contact: Community and Economic Development Division.

Organization Concerned: Federal Communications Commission.

Congressional Relevance: House Committee on Interstate and Foreign Commerce: Communications Subcommittee; Rep. Lionel Van Deerlin.

099379

Need To Control Federal Warning System Proliferation. LCD-76-105; B-133202. April 9, 1976. 28 pp. plus 3 appendices (5 pp.).

Report to Congress; by Elmer B. Staats, Comptroller General.

Contact: Logistics and Communications Division.

Organization Concerned: Defense Civil Preparedness Agency; Federal Communications Commission; National Aeronautics and Space Administration; National Oceanic and Atmospheric Administration; Office of Telecommunications Policy; Department of Commerce.

Congressional Relevance: Congress.

Authority: Federal Civil Defense Act of 1950. Disaster Relief Act of 1970. Disaster Relief Act of 1974.

Abstract: There are eight Federal agencies responsible for managing and operating Federal warning dissemination systems to alert the public of natural disasters and enemy attacks. Some progress has been made in coordinating agency efforts. No single entity has sufficient authority to consolidate Federal warning programs and to prevent system proliferation. **Findings/Conclusions:** There are five general purpose warning systems existing or being planned. The Office of Telecommunications Policy has selected the Department of Commerce's Weather Radio System as the Federal home warning system. This system is being linked up with the Department of Defense's national warning system. With planning or feasible improvements, the two linked systems could be made adequate for economical and effective dissemination of natural disaster and attack warnings to the public. In contrast, three other general purpose warning systems which do not appear to be operationally or economically justified would not significantly increase Federal warning system effectiveness over the possible effectiveness through improvements to the two linked-up systems. Radio and television announcements are expected to remain the primary means of warning the public. The Federal Communications Commission (FCC) requires each radio and television station to provide equipment and facilities to receive messages from its Emergency Broadcast System. Most agencies involved agree that management actions are needed to control system proliferation. The two agencies involved appear to be concerned primarily with justifying continued operations of their own systems. **Recommendation To Congress:** Congress may want to consider funding constraints on certain natural disaster and attack warning systems, pending definition of the recommended integrated national program. **Recommendation To Agencies:** The President should take appropriate action to designate the Office of Telecommunications Policy as chairman of the Interagency Warning Steering Group to: (1) define and consolidate all Federal requirements for natural disaster and attack warnings to the public; (2) develop an integrated national program to meet those requirements in the most operationally effective and cost effective manner; and (3) prevent continued operation or further development, implementation, or expansion of warning systems unless justified for purposes other than warning. The President

should take appropriate actions to designate the Office of Telecommunications Policy as chairman of the Interagency Warning Steering Group to: (1) define and consolidate all Federal requirements for natural disaster and attack warnings to the public; (2) develop an integrated national program to meet those requirements in the most operationally effective and cost effective manner; and (3) prevent continued operation or further development, implementation, or expansion of warning systems unless justified for purposes other than warning.

101126

Status of the NAVSTAR Global Positioning System. PSAD-77-23; B-163058. March 2, 1977.

Report to Congress; by Robert F. Keller, Acting Comptroller General.

Issue Area: General Procurement: Notifying the Congress of Status of Important Procurement Programs (1905); Science and Technology (2000).

Contact: Procurement and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Air Force.

Congressional Relevance: House Committee on Armed Services; Senate Committee on Armed Services; Congress.

Abstract: The NAVSTAR Global Positioning System (GPS) is a space-based radio navigation system designed to provide users with worldwide three-dimensional position and velocity information. The system consists of three segments: space satellites that transmit radio signals, ground-based monitoring equipment, and user equipment for a variety of service applications. Initial operational capability is planned for 1983. **Findings/Conclusions:** Performance requirements relating to specific user needs have not been established. As with most development programs, technical development problems have developed; not all solutions to these problems have been tested. Development problems with user equipment and satellites caused a schedule delay of almost a year, but by compressing the testing from 22 to 14 months, officials expect to limit schedule slippage to 2 or 3 months. This revised test schedule provides no leeway for unforeseeable problems. Estimated cost for the initial phase of the program has increased significantly because of additions to support a Navy program. The total report cost is over \$1.3 billion; this amount does not include the cost for user equipment or replenishment satellites. GAO believes that the total program will cost in excess of \$3 billion. **Recommendation To Congress:** The Secretary of Defense should: review the GPS program to determine operational system performance required by users; establish testing criteria for evaluating the adequacy of the GPS development progress; and assess the time allotted for the phase 1 test program. He should explore alternatives to the planned solicitation of contractor proposals before testing and determine the total cost for the GPS development and related activities.

102049

[Unduly Restrictive Specifications]. B-184562. April 12, 1977.

Decision re: Ampex Corp.; by Robert F. Keller, Deputy Comptroller General, GAO Office of the Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Oklahoma: Educational Television Authority; Oklahoma: State Board of Public Affairs; Department of Health, Education, and Welfare.

Authority: Communications Act of 1934. 47 U.S.C. 390 et seq. 45 C.F.R. 100a.104(b). 45 C.F.R. 100a.103. 45 C.F.R. 100a.105(a). B-184562 (1976). Woolsey v. City of Tulsa, 216 P. 126 (Okla. 1923). Hannon v. Board of Education, 107 P. 646 (Okla. 1909).

Abstract: A protester alleged that the specifications set forth in an invitation for bids were unduly restrictive. Funds used for the procurement were provided under a grant from the Department of Health Education and Welfare. Where Federal grant terms and regulations state that the grantee may use its own procurement policies, the grant complaint is reviewed against State law bearing on the issue. By reserving the right to waive any technical specification to some undefined extent and by providing no definitive criteria for evaluating bids which deviated from the stated specifications, the grantee operated improperly under Oklahoma law.

102794

[Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure]. CED-77-95; B-166506. July 6, 1977.

Report to Rep. John E. Moss, Chairman, House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Environmental Protection Programs: Environmental Protection Standards (2201); Consumer and Worker Protection: Standards' and Regulations' Adequacy and Timeliness (0902).

Contact: Community and Economic Development Division.

Budget Function: Natural Resources and Environment: Pollution Control and Abatement (304.0).

Organization Concerned: Environmental Protection Agency.

Congressional Relevance: House Committee on Interstate and Foreign Commerce: Oversight and Investigations Subcommittee.

Authority: Atomic Energy Act of 1954. 42 U.S.C. 2011 et seq.

Abstract: Nonionizing radiation has become a national concern because of the rapid increase in its use and its potential harm to public health. **Findings/Conclusions:** The Environmental Protection Agency's (EPA's) requested 1978 budget for nonionizing program activities is approximately \$1 million, including \$200,000 for environmental measurements and \$830,000 for biological effects research. The EPA program includes measurement of the general environment and calculation, measurement, and evaluation of specific types of sources. EPA has performed 25 field measurement studies since 1973. No detrimental effects have been observed in the general population exposed to nonionizing radiation from environmental sources, but demonstrable effects have been observed from chronic low-level exposure. A decision as to the need for protection standards for population exposure will not be made until March 1978.

105051

Certification Requirements for "Short-Haul" Telephone Toll Calls. B-189387. March 2, 1978.

Decision re: Internal Revenue Service; by Robert F. Keller, Deputy Comptroller General, GAO Office of the Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Internal Revenue Service; Internal Revenue Service: North Atlantic Region; Southern New England Telephone Co.

Authority: 43 Comp. Gen. 163. B-153509 (1976). 3 GAO 44. 3 GAO 45. 3 GAO 49. 7 GAO 25.3. 31 U.S.C. 680a. 31 U.S.C. 82b.

Abstract: A decision was requested as to whether "short-haul" telephone toll calls must be certified under the provisions of 31 U.S.C. 680a. Where a telephone company does not utilize a local message unit system but lists all calls as "long-distance" and the tolls charged are not sufficient to qualify for use of the Federal Telecommunications System, all calls must be certified as being

"necessary in the interest of the Government." Certification may be made on the basis of statistically reliable sampling.

105175

[Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses]. B-190245. February 15, 1978.

Decision re: Roy M. Johnson; by Robert F. Keller, Deputy Comptroller General, GAO Office of the Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Bureau of Land Management.

Authority: B-185160 (1976). B-189140 (1977). F.T.R. (FPMR 101-7).

Abstract: A transferred employee requested reimbursement for telephone calls and telegrams made in connection with the sale of his home incident to the change of duty station. The employee is entitled to reimbursement for calls directly related to the sale of his residence, but telephone calls to a former neighbor and other calls whose nature was not ascertainable are not reimbursable.

105273

[Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination]. B-191233. March 2, 1978.

Decision re: Communications Satellite Corp.; by Robert F. Keller, Deputy Comptroller General, GAO Office of the Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: National Aeronautics and Space Administration; Office of Telecommunications Policy; Western Union International, Inc.

Authority: Communications Satellite Act of 1962. 47 U.S.C. 735(b). 42 Comp. Gen. 640. 43 Comp. Gen. 217. 43 Comp. Gen. 221. 53 Comp. Gen. 86. 55 Comp. Gen. 60. 55 Comp. Gen. 67. B-186987 (1977). B-187059 (1977). B-187131 (1977). B-189048 (1977). NASA Procurement Regulation 1.301(a). NASA Procurement Regulation 1.302-2.

Abstract: A company protested the rejection of its offer because an appropriate determination by the Office of Telecommunications Policy was lacking. The protest was not considered since GAO does not review protests concerning adherence to Executive branch or departmental policies, and this protest is analogous to cases where regulatory agency determinations adversely affected offerers' eligibility.

106308

[Claim for Reimbursement for Telephone Reconnection]. B-191695. June 13, 1978.

Decision re: Capt. William M. Cochrane; by Robert F. Keller, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Department of the Army: Fort Devens, MA.

Authority: 31 U.S.C. 679. 56 Comp. Gen. 767. 55 Comp. Gen. 932. 54 Comp. Gen. 661. Army Regulation 210-50.

Abstract: An Army member claimed reimbursement for reconnection of a telephone line after the member was required to move from one Government quarters to another. The expense was incurred as a result of a Government-ordered move and was reimbursable.

106773

The Role of Field Operations in the Federal Communications Commission's Regulatory Structure. CED-78-151; B-159895. August 18, 1978.

Report to Charles D. Ferris, Chairman, Federal Communications Commission; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Communications (3700).

Contact: Community and Economic Development Division.

Budget Function: Transportation: Water Transportation (403.0).

Organization Concerned: Federal Communications Commission.

Congressional Relevance: House Committee on Interstate and Foreign Commerce; Senate Committee on Commerce, Science and Transportation.

Authority: Communications Act of 1934, title III. P.L. 95-234. Vessel Bridge-to-Bridge Radiotelephone Act of 1971.

Abstract: Growth and changes in telecommunications have placed demands on the Federal Communications Commission to develop effective means for enforcing its regulations and responding to public inquiries. The FCC Field Operations Bureau has the responsibility of enforcing the provisions of the Communications Act of 1934 and the Commission's rules and regulations and of serving as a liaison between the FCC and the public. GAO conducted a review of the Field Operations Bureau's role in the FCC regulatory structure. **Findings/Conclusions:** Greater integration of the activities of the Field Operations Bureau into the FCC regulatory structure can be achieved by: improving the coordination between the Field Operations Bureau and other FCC bureaus; developing improved methods for assessing the effectiveness of the Field Operations Bureau's enforcement functions; reevaluating the monitoring goals established by FCC in 1973; establishing a system of internal control to ensure that equipment obtained for field use is effectively utilized and that resources exist to place it in service; and strengthening the Field Operations Bureau's role in obtaining, analyzing, and reporting information available to it from complaints and inquiries received and enforcement actions taken. In addition, FCC may want to consider obtaining additional congressional guidance concerning the FCC enforcement actions against ships under title III of the Communications Act of 1934 and clarifying the responsibilities of regional directors, field supervisors, and headquarters personnel under the FCC program for regionalized field activities.

106774

Contemplated Legislation To Provide Telecommunications for the Deaf. LCD-78-118; B-146864. August 14, 1978. Released December 3, 1982.

Report to Sen. Charles H. Percy; by Elmer B. Staats, Comptroller General.

Issue Area: Communications (3700).

Contact: Logistics and Communications Division.

Budget Function: Multiple Functions: Telecommunications and Radio Frequency Spectrum Use (Civilian-Related) (999.1).

Organization Concerned: Department of Labor; Federal Communications Commission; General Services Administration; Department of Health, Education, and Welfare; Internal Revenue Service; Department of Justice: Immigration and Naturalization Service.

Congressional Relevance: House Committee on Interstate and Foreign Commerce; Senate Committee on Commerce, Science and Transportation; Sen. Charles H. Percy.

Authority: Vocational Rehabilitation Services Act of 1973. 29 U.S.C. 701. Communications Act of 1934. P.L. 94-309. 47 U.S.C. 390. Intergovernmental Cooperation Act of 1968, title III. P.L. 90-577. Federal Property and Administrative Services Act of 1949. 40 U.S.C. 484(j). P.L. 95-94. 2 U.S.C. 58. 31 U.S.C. 680a. 5 U.S.C. 551. H.R. 6711 (95th Cong.). H.R. 12467 (95th Cong.). F.P.M.R. 101-35. OMB Circular A-97.

Abstract: GAO discussed legislation under consideration which would provide for telecommunications between deaf people and

various agencies of Federal, State, and local governments. It would provide for installation of terminals in government offices and in other locations, for establishing equitable rates for use of certain terminals, and for assistance personnel at certain locations. Grants would be made to State and local governments to assist in meeting costs. Terminals now used by the deaf employing the Baudot Code are not compatible with terminals that use the American Standard Code for Information Interchange (ASCII). Devices to make the terminals compatible add complexity and cost. **Findings/Conclusions:** The General Services Administration's Federal Telecommunications Systems (FTS) could be used to provide required communication services under the legislation, but operational and administrative difficulties and costs may preclude such use. Use of the FTS at government locations would be authorized under existing law, but extension of its use to nongovernment parties would require specific legislation. Estimated costs of carrying out the contemplated legislation range from \$372,000 to \$748,000 in nonrecurring costs and from \$8.3 million to \$26.5 million in annual recurring costs. A pilot study should be performed to determine the best way to implement the program. It should include evaluation of effects of using either or both Baudot and ASCII terminals, determine information needs of the deaf, include traffic analysis, and develop policies and procedures. A prior GAO report on information and referral services should be considered before expansion of the contemplated program.

106775

Coordination, Policy Development, and Implementation for International Telecommunications Facilities. August 16, 1978.

Testimony before the House Committee on Interstate and Foreign Commerce: Communications Subcommittee; by Baltas E. Birkle, Deputy Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Federal Communications Commission; Department of State; Department of Commerce: National Telecommunications and Information Administration; Communications Satellite Corp.

Congressional Relevance: House Committee on Interstate and Foreign Commerce: Communications Subcommittee.

Authority: Communications Act of 1978. H.R. 13015 (95th Cong.). Communications Act of 1934. Communications Satellite Act of 1962. Cable Landing License Act of 1921.

Abstract: Two recent GAO reports evaluated the coordination by agencies of decisionmaking responsibilities and their effectiveness in developing and implementing an international telecommunications facilities policy. Recommendations were made for specific agency actions, changes to the Communications Act of 1934 and Communications Satellite Act of 1962, and repeal of the Cable Landing License Act of 1921. The Federal Communications Commission (FCC), the Department of State, and the National Telecommunications and Information Administration had not effectively coordinated their responsibilities in developing policy. This problem could be resolved through a two-step approach: (1) procedures would be developed by FCC for coordinating agency views; and (2) procedures would be established to provide FCC with unified executive branch views. Other issues addressed were: shortcomings in the FCC comprehensive plan for North Atlantic telecommunications facilities, the need for policy guidelines for international telecommunications facilities in other parts of the world, the need for providing instructions to the Communications Satellite Corporation, distinctions between decisions on international facilities and domestic facilities, and changes since enactment of the Cable Landing License Act of 1921. The proposed Communications Act of 1978 represents a constructive

approach to some of these issues such as: planning for international facilities, coordinating the policymaking process, changing the method of authorizing international facilities, and providing the President with the responsibility for instructing the Communications Satellite Corporation in its role as representative in international satellite organizations.

107517

[Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation]. LCD-78-127; B-180715. October 23, 1978.

Report to Brock Adams, Secretary, Department of Transportation; by Richard W. Gutmann, Director, GAO Logistics and Communications Division.

Issue Area: Communications (3700).

Contact: Logistics and Communications Division.

Budget Function: Transportation: Air Transportation (402.0).

Organization Concerned: Federal Aviation Administration.

Congressional Relevance: Senate Committee on Commerce, Science and Transportation.

Abstract: GAO reviewed the planned modernization of equipment by the Federal Aviation Administration (FAA). **Findings/Conclusions:** The FAA planned modernization of its Very High Frequency Omnidirectional Range (VOR), Tactical Air Navigation (TACAN), and Distance Measuring Equipment (DME) navigation systems may exceed \$120 million. They are scheduled to be installed over a 3- to 4-year period beginning in mid-1980. The replacement of about 135 solid-state DME's does not appear to be cost beneficial, especially since the estimated \$3 million replacement cost will not be fully recovered until after the year 2020. The FAA planned replacement schedule needs improvement, and its projected staff savings seem to be inflated. **Recommendation To Agencies:** The Secretary of Transportation should: retain the 135 solid-state DME's rather than purchase replacement equipment because the feature providing the capability for remote maintenance monitoring may be short-lived with the emergence of NAVSTAR, evaluate the equipment replacement priority schedule by giving appropriate consideration to the reason for system outages and revise it where necessary, and reevaluate the staff savings claimed by FAA for the VORTAC modernization program.

107597

[Reconsideration of Denial of Protest Involving Procurement Procedures]. B-191577. October 23, 1978.

Decision re: Defense Communications Agency: Defense Commercial Communications Office; by Robert F. Keller, Deputy Comptroller General, GAO Office of the Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Defense Communications Agency: Defense Commercial Communications Office.

Authority: B-182556 (1975). Defense Communications Agency Circular 350-135-1.

Abstract: The protester requested reconsideration of a decision regarding the agency's violation of procurement procedures. The allegation that the agency's acceptance of an offered, but as yet unapproved, rate for telecommunications services would contravene the agency's procurement procedures provided no basis for GAO to take legal exception since procedures are policy statements not having the effect and force of law, and compliance with them is the responsibility of the agency head.

108702

[Prior Decision Dismissing Protest as Untimely Is Affirmed]. B-193437. February 22, 1979. 2 pp.

Decision re: California Computer Products, Inc.; by Robert F. Keller, Deputy Comptroller General, GAO Office of the Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: California Computer Products, Inc.; Library of Congress.

Authority: 4 C.F.R. 20.2(b)(1). 4 C.F.R. 20.2(b)(3). B-193437 (1978). B-187183 (1977).

Abstract: A firm filed an untimely protest of a Library of Congress request for proposals (RFP) and subsequently requested reconsideration. The protester based its complaint on alleged improprieties in the RFP which were apparent before the receipt date for proposals. The original protest, which was transmitted by telegram, arrived late at GAO, although the telegraph office in Washington, D.C. received the message before the deadline. The protest was therefore ruled untimely. The protester also asserted that both GAO and the Library of Congress had been notified informally of the protest before the cutoff date, and characterized the time limit as a "technicality." Notification must accord with GAO protest procedures in order to maintain an orderly appeals process, and time limitations are not regarded as "technicalities." The protest was therefore untimely and the request for reconsideration was denied.

109125

[Procurement of DSCS II Satellites F-17 and F-18]. LCD-79-112; B-168707. April 16, 1979. 2 pp. plus 1 enclosure (9 pp.)

Report to Rep. Jamie L. Whitten, Chairman, House Committee on Appropriations; by Elmer B. Staats, Comptroller General.

Issue Area: Communications (3700).

Contact: Logistics and Communications Division.

Budget Function: National Defense: Defense-Related Activities (054.0); National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Air Force; Defense Communications Agency; Department of the Air Force: Air Force Systems Command: Air Force Space and Missiles Organization.

Congressional Relevance: House Committee on Appropriations; Rep. Jamie L. Whitten.

Abstract: A review was made of the plan to purchase two satellites for the Defense Satellite Communications System (DSCS) Phase II program. **Findings/Conclusions:** The requirement of the Department of Defense for the Phase II satellites is not justified. The Defense Communications Agency predicted that a gap might occur in communications before the DSCS Phase III satellites are scheduled to be in orbit. The problem with this theory, however, is that the two Phase II satellites could not be launched in time to fill any gap between the two phases. The proposed costs for the two Phase II satellites and launch associated costs are about \$103.8 million. The two Phase II satellites could conceivably serve a backup role in the event the Phase III experience turns out to be less reliable than current predictions; however, the Air Force maintains that the Phase III satellites' estimated production schedule is attainable. It appears, therefore, that the procurement of the two Phase II satellites is not needed. **Recommendation To Agencies:** The Secretary of Defense should direct the Secretary of the Air Force to terminate all efforts to procure additional Phase II satellites, unless their procurement is justified on some other basis.

109230

Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide. LCD-79-104; B-164497(1). April 30, 1979. 27 pp. plus 2 appendices (15 pp.).

Report to Rep. Thomas R. Harkin, Chairman, House Committee on Science and Technology: Transportation, Aviation and Materials Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Communications (3700).

Contact: Logistics and Communications Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0); Transportation: Air Transportation (402.0); Multiple Functions: Telecommunications and Radio Frequency Spectrum Use (Civilian-Related) (999.1).

Organization Concerned: Department of Defense; Department of Transportation; Federal Aviation Administration.

Congressional Relevance: House Committee on Science and Technology: Transportation, Aviation and Materials Subcommittee; Senate Committee on Commerce, Science and Transportation; Rep. Thomas R. Harkin.

Abstract: NAVSTAR is a global satellite-based navigation system which the Department of Defense (DOD) plans to implement in the mid-1980's. The system is being designed to provide highly accurate position information anywhere in the world. The Federal Aviation Administration (FAA) is pursuing a program to determine whether NAVSTAR could become the primary civil air navigation system. **Findings/Conclusions:** Area navigation could save the civil aviation community some \$780 million annually by 1984. Until mid-1978 it was widely assumed that DOD would always permit free access by the civil community to NAVSTAR benefits. FAA must make it clear to DOD what accuracies would be needed, not simply for enroute navigation, but for the whole range of flight conditions. NAVSTAR receiver costs will be a critical factor in whether a high percentage of the 180,000 general aviation aircraft owners accept NAVSTAR. The FAA needs to place a high priority on updating a cost study of alternative navigation systems. The initial study by FAA appears to overstate the cost of NAVSTAR to its users because FAA did not consider the large number of potential marine and land users if NAVSTAR is made available to the civil community. **Recommendation To Agencies:** The Secretary of Transportation should direct the Administrator of FAA to intensify and redirect certain efforts on the NAVSTAR program; work more closely with DOD in defining unequivocal civil aviation requirements for enroute navigation, area navigation, and separate assurance; redirect some of its technical efforts; and continue to reevaluate the cost of NAVSTAR, as compared to current systems, in light of the potential benefits. Whether the question of the dilution of the accuracy of the NAVSTAR C/A signal is adjudicated by DOD or a higher authority, the Secretary should ensure that careful consideration is given to the many benefits which NAVSTAR could provide to the civil community.

109651

Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV. CED-79-62; B-131935. June 4, 1979. 176 pp. plus 8 appendices (55 pp.). Report to Congress; by Elmer B. Staats, Comptroller General.

Issue Area: Communications (3700).

Contact: Community and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission.

Congressional Relevance: House Committee on Interstate and Foreign Commerce: Communications Subcommittee; House Committee on Interstate and Foreign Commerce; Senate Committee on Commerce, Science and Transportation: Communications Subcommittee; Senate Committee on Commerce, Science and Transportation; Congress.

Authority: Communications Act of 1934. Radio-Communications Act (P.L. 69-632; 44 Stat. 1162). Radio Act of 1912 (P.L. 62-264; 37 Stat. 302). National Broadcasting Co., Inc., et al. v. United States, et al., 319 U.S. 190 (1943). Red Lion Broadcasting Co., Inc., et al. v. Federal Communications Commission, et al., 395 U.S. 367 (1969). Associated Press v. United States, 326 U.S. 1 (1945). National Citizens Committee for Broadcasting v. Federal Communications Commission, (D.C. Cir. 1977).

Abstract: Fundamental questions about regulatory policy have created a need to evaluate commercial broadcast regulation. The Communications Act established the Federal Communications Commission (FCC) in 1934 and directed it to regulate broadcast communications and to grant broadcast licenses to those who would serve "the public interest, convenience, and necessity." Under this standard, the regulatory role of the FCC includes policies and rules intended to promote diversity of ideas and viewpoints and assure balanced and responsive program service.

Findings/Conclusions: The essential requirements that enable the broadcast licensing process to serve the public interest are: evaluation of the licensee performance, public participation, and retention of licenses by broadcasters complying with FCC regulations. Arguments as to how to achieve a balanced and responsive program service have centered around the standards of programing and service, competition, and public disclosure of financial reports. A revised financial reporting form, which, if adopted, would require disclosure of expenditures for programs, could be used to evaluate the utility of standards based on the expenditures. Arguments that financial disclosure would facilitate broadcaster evaluation or result in competitive harm have not been fully evaluated. Options for experimental deregulation of the programing of radio stations in selected markets are being developed, and special authority may be required for implementation.

Recommendation To Congress: Congress should: (1) amend the Communications Act of 1934 to (a) authorize the grant of a broadcast license for an indefinite period, providing that a licensee can be placed on probation for a fixed period, (b) direct FCC to establish an evaluation system based on random selection and field audit of broadcast stations, (c) grant to the public the right to petition for revocation of a broadcast license, (d) place the burdens of evidence and proof in a revocation proceeding on the licensee, (e) eliminate the comparative licensing process; (2) provide legislative authorization to FCC to suspend programing regulations; (3) decide the importance of ownership diversity and industry stability in formulating ownership rules; (4) make clear the responsibilities of FCC to regulate equal employment opportunity in broadcasting; (5) clarify and determine the mode for achieving the balance between promoting political coverage and ensuring equal opportunities; (6) provide the legislative framework from which FCC can consider and test alternative methods to determine whether market forces exist to insure full and fair broadcast coverage of controversial public issues; and (7) determine whether spectrum charges are needed. **Recommendation To Agencies:** The Chairman, FCC, should establish by public rule quantitative programing standards for commercial television and radio stations. In establishing standards, FCC should determine: (1) the general program categories and adopt periods for which standards should be adopted; (2) the levels at which such standards should be set; and (3) whether each standard should be set at a single level for all stations or at multiple levels based on factors such as frequency type, affiliation status, station size, and profitability. FCC should also consider that expenditures data by program would be useful for evaluating the utility of a standard of service based on the relationship between station program expenditures and revenues, profits, or investment in tangible property. FCC should also initiate a public inquiry to evaluate the arguments for and against routine financial disclosure of broadcaster financial reports and determine whether routine disclosure

would cause competitive harm. FCC should ensure that stations in a representative number of markets of various sizes are exempted from programing regulation so that the effects of market competition can be isolated and observed. In addition, to ensure that exempt stations participate in the experiment, FCC should ensure that those stations are insulated during the experimental period from public challenges to their program service. To provide for a meaningful assessment of the FCC formal ascertainment requirements, the Chairman, FCC should ensure that the evaluation, to be conducted once the small market exemption expires in October 1979, goes beyond analysis of annual lists of ascertained problems and program responses and includes examination of the problem-identification and program-selection processes used by exempt and nonexempt stations. FCC should then exempt stations in large markets and evaluate the effects of the exemption on the ascertainment practices and program service of those stations. To permit monitoring of ownership trends, improved evaluation of multiple ownership policies and rules, and timely assessment of efforts to promote increased minority ownership of broadcast stations, FCC should: (1) establish an information system which provides current aggregate statistics on ownership of broadcast stations and related media; (2) implement procedures for collecting minority ownership statistics; and (3) publish periodically a statistical report showing changes in ownership concentration at the local, regional, and national levels, and the extent of broadcast station ownership by racial minorities. To strengthen current equal employment opportunity (EEO) reporting, enforcement, and information processing, FCC should: (1) examine ways to obtain more specific data on programing decisionmaking roles and responsibilities, including a requirement for each station to list employees by race, sex, and job title for each form 395 job category; (2) conduct each year onsite audits of a selected number of broadcast stations to verify the reported employee status of women and minorities, determine whether women and minorities are advancing to positions with programing authority and responsibility, and ensure overall station compliance with EEO rules; (3) establish criteria specifying the EEO deficiencies which will result in specific sanctions; (4) focus staff resources on reviewing all broadcaster EEO programs; and (5) expand current computer applications to include screening and analysis of station employment statistics.

109752

[Procurement Not Involving Federal Funds Protested]. B-195136. June 27, 1979. 1 pp.
Decision re: City Electric, Inc.; by Milton J. Socolar, General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: City Electric, Inc.; Department of Agriculture: Rural Electrification Administration; Bristol Bay Telephone Cooperative, Inc.

Authority: B-188784 (1977). B-189308 (1977).

Abstract: An electric company protested the procurement bidding procedures employed by the Bristol Bay Telephone Cooperative, Inc., for the construction of outside plant telephone lines and associated facilities. The Rural Electrification Administration (REA) advised GAO that the funds involved were exclusively those of Bristol Bay and obtained through a loan from REA. Since the protest involved neither procurement by or for an agency of the Federal Government, the matter was not reviewed by GAO.

109783

Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants. FGMSD-79-15; B-163762. May 29, 1979. 16 pp. plus 2 appendices (7 pp.).

Report to Sen. Russell B. Long, Chairman, Senate Committee on Finance; Sen. Bob Packwood, Senate Committee on Finance; by Elmer B. Staats, Comptroller General.

Issue Area: National Productivity: Productivity for Common Government Functions (2902); Income Security and Social Services: Program Monitoring and Administration (1303); Education, Training, and Employment Programs (1100).

Contact: Financial and General Management Studies Division.

Budget Function: General Government: Executive Direction and Management (802.0); Income Security: Housing Assistance and Other Income Supplements (604.0); Education, Training, Employment, and Social Services (500.0).

Organization Concerned: Department of the Army: Corps of Engineers; Department of the Interior; Federal Energy Regulatory Commission; Bureau of Reclamation.

Congressional Relevance: Senate Committee on Finance; Sen. Bob Packwood; Sen. Russell B. Long.

Abstract: Based on production cost data from the Federal Energy Regulatory Commission, a comparison was made of the operations of Federal and private sector hydroelectric power plants. As the basis of comparison, GAO selected 6 Federal systems, consisting of 95 plants, and 5 comparable private systems, consisting of 47 plants. The large Federal plants were not included because there were no comparable private plants. The review focused on plants operated by the Army Corps of Engineers and the Bureau of Reclamation. **Findings/Conclusions:** Although operation and maintenance costs for individual plants varied considerably, production costs of the private plants were less than those of Federal systems--\$2.72 per kilowatt-hour versus \$3.29 per kilowatt-hour, based on plant capacity. Based on 1973 to 1975 data, the Federal hydroelectric systems had about 48 percent more employees per plant than private systems. Assuming that Federal plants could have operated with comparable staffing levels, the Government plants would have needed 447 fewer employees. Delays in the design or installation of automation and remote control in 17 Corps and Bureau projects have prevented the Government from saving potentially \$1.5 million. Close control of maintenance costs can also yield savings at hydroelectric plants. Neither the Corps nor the Bureau has a uniform maintenance management information system that allows managers to evaluate maintenance performance effectively. **Recommendation To Agencies:** The Secretaries of the Army and the Interior should direct the Corps of Engineers and the Bureau of Reclamation to complete the automation and conversion to remote control of those hydroelectric plants where such changes have been evaluated and are both feasible and cost effective. Budget justifications for automated and remote controlled projects should be evaluated where feasible. Uniform maintenance management information systems for use by all organizational levels in operating and maintaining hydroelectric plants should be established. The operation and maintenance costs of hydroelectric power plants should be evaluated, taking into consideration the staffing disparity between the public and private sectors. Further, consideration should be given to reassigning or retraining personnel and eliminating personnel through attrition in plants that are automated or remote controlled. Also, the validity of cost allocations for the current joint activity (for example, flood control and recreation) needs to be assessed.

110239

Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness. CED-79-107; B-145252. July 30, 1979. Released August 6, 1979. 131 pp. plus 3 appendices (12 pp.).

Report to Sen. Ernest F. Hollings, Chairman, Senate Committee on Commerce, Science and Transportation: Communications Subcommittee; by Elmer B. Staats, Comptroller General.

(**Issue Area:** Communications (3700).

Contact: Community and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission.

Congressional Relevance: *Senate* Committee on Commerce, Science and Transportation: Communications Subcommittee; *Sen.* Ernest F. Hollings.

Authority: Communications Act of 1934. H.R. 3333 (96th Cong.). S. 611 (96th Cong.). S. 622 (96th Cong.).

Abstract: There is substantial merit in the Federal Communications Commission's (FCC) form of organization for regulating domestic and international communications, a complex and politically sensitive area. Technological changes in the communications industry have prompted a critical reexamination of basic communications policy and regulatory methods contained in the enabling legislation of FCC. **Findings/Conclusions:** Many of the criticisms of independent regulatory agencies, including FCC, are directed at weaknesses related to internal organization and procedural matters, and management of the organization. FCC has not established a comprehensive planning process, a basic element of management, within which it defines its organizational goals and objectives in relation to its mission, sets priorities to achieve these goals and objectives, and measures results through organized, systematic feedback. **Recommendation To Congress:** Congress should amend the Communications Act of 1934 to: make the Chairman of FCC the administrative head of the agency; reduce the number of commissioners from the present seven to five; provide for Senate confirmation of the designation by the President of one Commissioner as Chairman; lengthen the terms of office; provide for a periodic rather than a permanent budget authorization; increase the number of professional assistants available to each Commissioner from two to four and the number of secretarial assistants from one to two; increase the opportunities for effective representation of the general public interest in proceedings of FCC; and provide for the position of Managing Director and empower the Chairman to delegate to the Director responsibility for the day-to-day management of the agency, under the Chairman's general supervision and direction. **Recommendation To Agencies:** FCC must act in three areas: the Chairman, the Commissioners, and bureau management must become more aware of the importance and functions of the planning process; FCC must establish a structure in which planning can occur; and FCC must establish a planning process which includes a long-range plan and a measurement and feedback process. FCC should amend the Office of Plans and Policy (OPP) to include specific responsibilities for a comprehensive Commission-wide planning process which is coordinated with the bureaus and offices; direct the bureaus and offices to establish planning units with responsibilities parallel to OPP; establish a planning process which includes a long-range plan, a short-range plan, and a measurement and feedback process; and submit the long-range plan to FCC oversight committees. FCC must act in three areas: (1) the Chairman, the Commissioners, and bureau management must become more aware of the importance and functions of the planning process; (2) FCC must establish a structure in which planning can occur; and (3) FCC must establish a planning process which includes a long-range plan and a measurement and feedback process. FCC should amend the Office of Plans and Policy (OPP) to include specific responsibilities for a comprehensive Commission-wide planning process which is coordinated with the bureaus and offices; direct the bureaus and offices to establish planning units with responsibilities parallel to OPP; establish a planning process which includes a long-range plan, a short-range plan, and a measurement and feedback process; and submit the long-range plan to the FCC oversight committees.

ADP Bibliography

110296

Relative Performance of Defense and Commercial Communications Satellite Programs. LCD-79-108; B-168707. August 10, 1979. **Released** September 10, 1979. 7 pp. plus 2 appendices (33 pp.).

Report to Rep. Jamie L. Whitten, Chairman, House Committee on Appropriations; by Robert F. Keller, Acting Comptroller General.

Issue Area: Communications (3700).

Contact: Logistics and Communications Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense.

Congressional Relevance: *House* Committee on Appropriations; *Rep.* Jamie L. Whitten.

Abstract: The cost and schedule experience of both the Department of Defense's and the commercial sector's communications satellite programs were reviewed. **Findings/Conclusions:** The average costs to develop, procure, and launch the military's latest generations of communications satellites have been greater than the most expensive commercial satellites. The military's higher cost have been the result of more sophisticated satellite designs, more costly developmental programs, and developmental schedule delays that require alternative satellite procurements for operational gapfillers. In general, the designs of satellites were comparable in complexity to the most sophisticated commercial satellites of the same generations. The military's two latest generations of communications satellites have experienced high costs and schedule delays due to developmental problems. The problems are directly related to the high level of design sophistication required for these satellites. Unplanned-for cost growth in the military contracts ranged from 15 to about 238 percent over the original prices. In contrast to the military, the highest cost growth of this type in any commercial contract was about 11 percent. Consequently, decisionmakers may not have appropriately considered the potential costs for each program.

111056

FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis. CED-80-27; B-145252. December 3, 1979. 4 pp. plus 3 appendices (36 pp.).

Report to Sen. Paul S. Sarbanes; *Rep.* Henry S. Reuss, Chairman, House Committee on Banking, Finance and Urban Affairs; by Elmer B. Staats, Comptroller General.

Issue Area: Communications: The Impact of the Organization and Processes of the Regulatory Body on Communications Regulation (3753).

Contact: Community and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission: Private Radio Bureau.

Congressional Relevance: *House* Committee on Banking, Finance and Urban Affairs; *Rep.* Henry S. Reuss; *Sen.* Paul S. Sarbanes.

Abstract: The Federal Communications Commission (FCC) has planned to consolidate its Private Radio Bureau Licensing Division in Gettysburg, Pennsylvania. FCC believes consolidation in Gettysburg would reduce training costs and create a more stable work force because employee turnover there is about one-third of that in Washington. In a review of this plan, GAO surveyed the availability and cost of office space in both areas, evaluated costs associated with the consolidation, and attempted to determine the impact consolidation would have on affected employees. **Findings/Conclusions:** While the decision to consolidate was based on improving Division operations and increasing service to the

public, cost savings were a factor in the selection of Gettysburg as the site of consolidation. It is estimated that relocation would save an estimated \$1,220,000 per year through reduced space rentals costs. Although some of the benefits will occur through consolidation, some of the expected improvements were not adequately supported and appeared to be overstated. Some of the benefits could be accomplished under the existing organizational arrangement. Not enough documentation exists to support the FCC contention that after consolidation the Division would need 17 fewer positions. The difference in turnover rates between the two offices was overstated. This difference results from the promotion or reassignment of Washington employees to other positions in FCC. A building has not yet been located to house the Division in Gettysburg. It appears that rental costs there are likely to exceed the FCC estimate if construction or extensive renovation is required. Since a large number of employees are unlikely to transfer to Gettysburg, FCC will incur substantial training costs. Relocation is also likely to impair, to some extent, coordination with other FCC units and result in some inconvenience and expense to private concerns which interact with the Division. It is believed that FCC has not fully considered the ability of the staff choosing not to transfer to find other employment, nor its own ability to replace these workers. **Recommendation To Agencies:** FCC should reconsider its decision to consolidate the Licensing Division in Gettysburg, Pennsylvania. As part of this reconsideration, FCC should clearly distinguish those benefits which can be achieved only through consolidation and weigh them against the associated costs, particularly the loss of experienced staff.

111238

[Allegation That Solicitation Failed To Provide Sufficient Information]. B-194110. January 9, 1980. 7 pp.

Decision re: Telephonics Corp.; by Milton J. Socolar, (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Telephonics Corp.; United States Coast Guard: Coast Guard Academy, New London, CT; Northern Telecom, Inc.; Southern New England Telephone Co.

Authority: 56 Comp. Gen. 239. B-179994 (1974). B-192621 (1979). B-192994 (1979). B-194216 (1979).

Abstract: A firm protested the award of a contract for furnishing, installing, and maintaining an automatic telephone system at the U.S. Coast Guard Academy. The firm contended that the solicitation did not provide sufficient information to allow it to prepare its proposal intelligently and that it favored the local telephone company, which had installed and maintained the existing system and had exclusive access to details of that system. The firm attended a tour of the Academy held for offerers and was notified of a deadline for written questions. It did not submit a proposal. Three other firms made detailed site examinations and four timely proposals were submitted. The firm argued that the contracting agency should have provided offerers with detailed records concerning the existing system and the requirements for the new system. The protester contended that the information provided to it was defective since it did not advise offerers of the Government's actual needs and that the Coast Guard withheld detailed records which it had requested. The Coast Guard argued that sufficient information was contained in the request for proposals or was available to offerers who wished to examine the work site and that no information useful to the offerers was held back and no offerer was given a preference. The Coast Guard acknowledged that the firm maintaining the existing system had detailed plant, cable, and equipment records by virtue of its presence at the Academy, but maintained that those records were the property of the carrier and not available to the Government for dissemination. It contended that the

records in question were merely site plans and that they were provided to the protester. GAO held that the solicitation provided sufficient information for the offerers to compete intelligently and on equal terms and that the protester did not prove that necessary information was withheld. GAO held that the Government did not have to compensate for any advantage the existing contractor held since this advantage did not result from a preference or unfair action. Finally, since the firm attended the tour of the Academy and was informed of the deadline for written questions, GAO held that it had sufficient opportunity to obtain further information concerning the Coast Guard's requirements. The protest was denied.

112246

[Protest Involving Contract Award]. B-197458. May 5, 1980. 6 pp.

Decision re: Cook Inlet Cablecom; by Milton J. Socolar, (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Cook Inlet Cablecom; MultiVisions, Ltd.; Department of the Air Force: Elmendorf AFB, AK.

Authority: 4 C.F.R. 20.2(b)(1). 54 Comp. Gen. 66. D.A.R. 3-507.2(a). B-191195 (1978). B-192534 (1979). B-190888 (1978). B-193378 (1979).

Abstract: A firm protested the award of an Air Force contract for cable television service at various military installations. The protester alleged apparent irregularities in the negotiating procedure concerning a request for best and final offers which resulted in the displacement of its earlier low offer, and a conflict of interest in the technical evaluation panel. It claimed that the security and confidentiality of the sealed offers submitted prior to the request for best and final offers may have been compromised. The protester also alleged that the contracting officer failed to consider factors other than price in selecting the contractor and that the awardee's financial capability was unproven. GAO found that the alleged irregular request for best and final offers was apparent prior to the date established for their submission. Because the protest was filed after that date, it was untimely. The protester has not taken issue with the Air Force statement denying the conflict-of-interest allegation. Because the protester has the burden of substantiating this allegation in these circumstances, GAO rejected the allegation. The record did not show that procurement prices were improperly disclosed. After technical evaluation, it was determined that no proposal was superior to the others and that award would be made to the lowest, responsive offerer. Since price properly became the decisive award factor, GAO could not question the award to the low offerer. The protest alleging that the awardee was not qualified was a protest against an affirmative determination of responsibility. GAO does not review protests of affirmative determinations of responsibility absent certain conditions not present in this case. Accordingly, the protest was dismissed in part and denied in part.

112265

The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective. CED-80-58; B-198150. April 11, 1980. Released May 12, 1980. 19 pp. plus 3 appendices (8 pp.).

Report to Sen. Russell B. Long; Sen. J. Bennett Johnston; Rep. John B. Breaux; Rep. Lindy Boggs; Rep. Robert L. Livingston; by Elmer B. Staats, Comptroller General.

Issue Area: Transportation Systems and Policies: Balanced National Transportation Policies and Programs (2406); Communications (3700).

Contact: Community and Economic Development Division.

Budget Function: Transportation: Water Transportation (403.0).

Organization Concerned: Department of Transportation; United States Coast Guard; Eighth District, New Orleans, LA; United States Coast Guard.

Congressional Relevance: *Rep.* Robert L. Livingston; *Rep.* Lindy Boggs; *Rep.* John B. Breaux; *Sen.* J. Bennett Johnston; *Sen.* Russell B. Long.

Authority: Ports and Waterways Safety Act of 1972 (33 U.S.C. 1221 et seq.).

Abstract: The Louisiana congressional delegation requested that GAO evaluate the effectiveness of the Coast Guard's system of navigational aids along the Louisiana coastline. **Findings/Conclusions:** Improvements are needed in the program's management. The Coast Guard does not perform detailed evaluations of proposed changes in navigational aids or required inspections of the aids. It has not established a formal system for communicating with mariners, but instead relies heavily on informal meetings and contacts with mariners to discuss specific problems. Many mariners believe that a formal program to discuss navigational problems is needed. Discrepancies to navigational aids are not corrected quickly so that risks to mariners and the risk of claims from resulting accidents are minimized. Delays in correcting discrepancies occurred because the Coast Guard has not categorized its aids as to their importance to safe marine transportation, has a limited number of tenders for maintaining aids, and has not explored the use of private contractors. Because not all of the aids have the same significance to safe marine transportation and since they are not categorized according to significance, operating units have not been given sufficient guidance to know which aids require immediate attention. **Recommendation To Agencies:** The Secretary of Transportation should direct the Commandant of the Coast Guard to require the Eighth District to: conduct detailed evaluations of proposed changes to navigational aids, considering such factors as waterway use, vessel operations, and the environment; periodically inspect aids to navigation as required by Coast Guard regulations; establish a formal communication program on navigation problems with mariners; rank aids to navigation according to their importance to safe marine transportation; evaluate the appropriateness of its tenders' homeports; and explore the feasibility of using contractors to correct discrepancies when district units cannot respond in a reasonable period of time.

112313

[Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade?] LCD-80-59; B-198663. May 9, 1980. Released May 14, 1980. 3 pp.

Report to Rep. Joseph P. Addabbo, Chairman, House Committee on Appropriations: Defense Subcommittee; by Elmer B. Staats, Comptroller General.

Issue Area: Communications (3700).

Contact: Logistics and Communications Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Air Force; Department of Defense: Defense Systems Acquisition Review Council; Department of Defense: Defense Science Board.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; *Rep.* Joseph P. Addabbo.

Abstract: The Department of Defense (DOD) began developing Nuclear Forces Communications Satellites (STRATSAT) as a result of a 1979 review. The Air Force maintained that a system of very high altitude communications satellites would frustrate any enemy attempt at an antisatellite attack against those resources. In addition, a maneuvering capability would be added to

the system as an added dimension against physical attack. The system would provide enhanced communications and anti-jamming capabilities. In response to a congressional request, GAO reviewed the DOD justification for the system. **Findings/Conclusions:** GAO found that the physical threat to the survivability of strategic satellites was apparently misinterpreted by the Air Force in its justification, and the upgrade of the presently approved system of satellites was both a viable and less expensive approach. Therefore, GAO felt that the DOD decision was based on erroneous information and should be reconsidered. **Recommendation To Agencies:** The Secretary of Defense should terminate current efforts to initiate development of the STRATSAT satellites and reconsider the Defense Systems Acquisition Review Council's decision, in view of the GAO findings.

112706

[Protest of Army Contract Award]. B-194926. July 2, 1980. 10 pp. **Decision re:** Informatics, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Informatics, Inc.; Department of the Army: Walter Reed Army Medical Center; General Services Administration; Martin Marietta Corp.

Authority: Privacy Act of 1974. 58 Comp. Gen. 415. 58 Comp. Gen. 421. 55 Comp. Gen. 60. 55 Comp. Gen. 70. 53 Comp. Gen. 1. F.P.R. 1-3.805-1. B-183379 (1975). B-194286.2 (1979). B-194168 (1979). B-193287 (1976). B-186002 (1976). B-187439 (1977).

Abstract: A firm protested the exclusion of its proposal from consideration for the award of a contract for teleprocessing services at an Army medical center. The General Services Administration (GSA), procuring agency for this procurement, found the protester's proposal lacked sufficient information to permit a determination of whether it was technically acceptable. The protester alleged that its exclusion violated a regulation requiring discussions with all responsible offerers whose proposals were within a competitive range, price and other factors considered. Further, the protester alleged that GSA improperly failed to consider its proposal price, since price was weighted 80 percent for evaluation purposes and technical features only 20 percent. GAO believed that the solicitation required a more detailed response than that provided by the protester. Because the protester parroted the solicitation specifications, the evaluation team believed that it did not understand the requirements. The protester argued that this was the only way it could ensure that all mandatory features were included in its proposal. It has been held that the mere acceptance of functional requirements does not evidence an offerer's ability to achieve those requirements and that parroting of functional specifications is not an adequate indication of how they will be met. The protester failed to specifically address the requirements of this procurement. GAO believed that, while the individual omissions may have been subject to correction, the sum total of them may have precluded GSA from making an intelligent technical evaluation. It has been held that, if an offerer does not submit an adequately written proposal, it will not be considered in the competitive range or in line for further discussions in a negotiated procurement. Price need not be considered before a proposal is rejected due to the omission of material technical information. Accordingly, the protest was denied.

112792

[Request for Reconsideration]. B-194151. July 16, 1980. 3 pp. **Decision re:** Harris Corp.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Harris Corp.; RCA Corp.; Milwaukee Area Technical College; Department of Commerce: National Telecommunications and Information Administration.

Abstract: The Milwaukee Area Technical College requested reconsideration of a GAO decision which found that its award of a contract for television broadcasting equipment had not been obtained in open and free competition, and which recommended that the funding agency withhold Federal grant funds or determine whether extenuating circumstances make it appropriate to fund the grant notwithstanding the degree of competition. The protester argued that the clause contained in the solicitation regarding waiver of any discrepancies or irregularities in the equipment offered was acceptable under Federal Procurement Regulations and past GAO decisions. The protester contended that under its State law, any reservation of the right to waive discrepancies or irregularities is specifically permitted. GAO concurred with the protester that under State law minor irregularities could be waived, and upon reconsideration concluded that the clause did not prevent open and free competition for the procurement. The award could not be terminated, even if GAO agreed with the protester, since the contract had been substantially performed. The only question which remained was whether the grant funds should be released. As the agency already concluded that the protester acted reasonably in this matter, no useful purpose would be served by GAO review of the complaint. Therefore, the prior recommendation by GAO to consider withholding of funds was withdrawn.

112885

[Request for Contract Reformation]. B-197170. July 28, 1980. 3 pp.

Decision re: Booker T. Washington Foundation; by Milton J. Socolar, General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Booker T. Washington Foundation; Department of Commerce.

Authority: S and E Contractors, Inc. v. United States, 406 U.S. 1 (1972). B-174231 (1975). B-190063 (1977). B-191808 (1978).

Abstract: A contractor asked for reformation of a Department of Commerce cost-reimbursement contract on the grounds of mutual mistake since the contract as executed does not reflect the intentions of the parties. The purpose of the contract was to further the Department of Commerce's minority business enterprise program. The contractor was to operate a comprehensive national business venture development program for minority entrepreneurs in the field of cable television and telecommunications. According to the contract, the contractor could only be reimbursed for its indirect costs at a maximum rate of 33 percent of its total direct costs. The firm claimed that the figure of 33 percent was a temporary ceiling subject to later adjustment when the actual indirect costs became known. Thus, when it became apparent that the 33-percent rate would be inadequate to reimburse the contractor for its actual indirect costs, the contracting officer agreed to revise the allowable indirect cost rate upward to 42.8 percent of the total direct costs. However, the contractor still disputed the disallowance of certain salary adjustments and therefore, appealed the contracting officer's final decision to the Department of Commerce Appeals Board. The Government's answer to the appeal not only opposed the requested relief but also challenged the authority of the contracting officer to alter the indirect cost rate of 33 percent without a compensating benefit to the Government. Thus, the 33-percent rate was reinstated. The contractor disagreed with the reinstatement of the 33-percent rate and argued that its contract was transformed from a cost-reimbursement contract to a cost-sharing contract. Accordingly, the

contractor contended that there has been a mutual mistake which requires reformation of the contract to make it clear that the 33-percent rate was merely a provisional rate. GAO held that: (1) this was a matter for settlement by the procedures set out in the disputes clause which is contained in standard Government contracts; and (2) it no longer reviewed Board of Contract Appeals decisions absent of a showing of fraud or bad faith. Therefore, the protest was not reviewed.

112893

[GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area]. LCD-80-72; B-197814. June 27, 1980. Released July 28, 1980. 13 pp. plus 4 enclosures (4 pp.).

Report to Sen. Max S. Baucus, Chairman, Senate Committee on the Judiciary: Limitations of Contracted and Delegated Authority Subcommittee; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Communications: Government Efforts To Acquire Communication Services and Facilities (3703); General Procurement: Non-Line-of-Effort Assignments (1951).

Contact: Logistics and Communications Division.

Budget Function: Multiple Functions: Telecommunications and Radio Frequency Spectrum Use (Civilian-Related) (999.1).

Organization Concerned: General Services Administration; Department of Commerce.

Congressional Relevance: Senate Committee on the Judiciary: Limitations of Contracted and Delegated Authority Subcommittee; Sen. Max S. Baucus.

Authority: OMB Circular A-73. OMB Circular A-109.

Abstract: A request was made to review the General Services Administration's (GSA) planned replacement of existing multiple telephone systems, which serve most Federal civil organizations in the Washington, D.C., metropolitan area, with a single consolidated system. The replacement system was to be an interim measure while GSA completed plans for a competitively procured follow-on system which would satisfy the Government's long-term needs. **Findings/Conclusions:** The action by GSA to terminate its planning is an appropriate course of action because the interim system may not have satisfied users' needs or provided economies to the Government. However, GAO believed that the preliminary study by GSA is a significant step in the right direction because it identifies a potential need for enhanced telephone services and potential for economies through consolidation. As such, it demonstrates that more comprehensive work is needed to identify potential system(s) parameters, in such areas as subgeographic areas, similarities of current and future user needs, and communities of interest that are in the Government's best interest. This work can be used to develop a long-range comprehensive plan on system(s) in the Washington, D.C., metropolitan area. OMB Circular A-109 on major systems acquisitions did apply to the planned acquisition of an interim system. GAO believed that the planned use of the exception provision in A-109 was not justified principally because GSA had not demonstrated urgency of need. GSA made no specific inquiries to the telecommunications industry to determine its interest and ability, either as a single entity or joint venture effort, in supplying GSA needs.

112984

Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification. LCD-80-91; B-199332. August 8, 1980. 26 pp. plus 1 appendix (5 pp.).

Report to James T. McIntyre, Jr., Director, Office of Management and Budget; by Richard W. Gutmann, Director, GAO Logistics and Communications Division.

Issue Area: Communications: Assessing the Adequacy of Government Planning for Its Future Communications Needs (3702).

Contact: Logistics and Communications Division.

Budget Function: Multiple Functions: Telecommunications and Radio Frequency Spectrum Use (Civilian-Related) (999.1).

Organization Concerned: Department of Transportation; Office of Management and Budget; Federal Emergency Management Agency; Interagency Committee on Search and Rescue; Defense Civil Preparedness Agency.

Congressional Relevance: Rep. Don Young.

Abstract: GAO reviewed the June 1979 report of the Interagency Committee on Search and Rescue which proposed a national Emergency Response Communications Program to determine the Federal agencies' and offices' responsibilities for emergency communications and determine plans for following up on the report findings. The Committee envisioned a satellite system which would provide voice, data, and video coverage to mobile and fixed station users in all 50 States, Puerto Rico, and the Virgin Islands. Because the satellite system envisioned is beyond state-of-the-art technology, it will require substantial research and development effort. **Findings/Conclusions:** The report is not a reliable basis for decisionmaking because the Committee did not establish the need for the program, examine alternatives, or adequately consider the program's cost and funding. In developing the program, the Committee did not follow the Office of Management and Budget guidelines intended to ensure that system development will not begin until a need has been verified. Because the Committee assumed the need existed and the system should be developed to meet the need, the Committee failed to examine alternative systems. A number of potential users advised the Committee that they could not fund the program. As a result, the Committee chose to omit a discussion of the cost, even though the program is expected to cost as much as \$1 billion. The Committee believes the Government should fund the research and development, first launch, and testing of the system, and the users would pay to operate and maintain the system when operational. This is not consistent with Presidential directives which look to private industry rather than the Government to provide the needed services. The same services are already provided by the Dispersed Users Satellite Program, and two other efforts have been initiated to improve emergency communications. These activities are duplicative and inconsistent. Confusion of Federal agencies' responsibilities for emergency communications have existed since the Office of Telecommunications Policy was abolished. A clear understanding of the lines of authority and responsibility for telecommunications at all levels of Government is needed. **Recommendation To Agencies:** The Director, Office of Management and Budget, in coordination with other Federal agencies and offices involved, should clarify roles and responsibilities for emergency communications so that duplications and inconsistencies can be eliminated. Pending the clarification of roles and responsibilities, no further action should be taken on the Interagency Committee's Emergency Response Communications Program, and further efforts to develop a national emergency communications system should be consistent with existing laws, policies, and regulations.

113258

[*Protest of Army Contract Award*]. B-198782. September 9, 1980. 3 pp.

Decision re: Martin Marietta Corp.; by Harry R. Van Cleve, (for Milton J. Socolar, General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: Martin Marietta Corp.; Department of the Army.

Authority: 4 C.F.R. 20.2(b)(2). D.A.R. 3-508.2(a). B-195624 (1980). B-196552 (1980). B-197697 (1980).

Abstract: A firm protested the award of a contract issued by the Army for certain teleprocessing support. The record showed that the protester failed to complete the benchmark demonstration in a timely manner, and the next day was informed by the agency's technical representative that it was disqualified from the competition for its failure to complete the required validation. About 1 month later, the contracting officer sent a notice to the protester confirming its disqualification. The protester contended that: (1) the Army introduced new input data types, two-digit weather and terrain codes, at the benchmark demonstration; (2) the two-digit codes were not included as representative data in the benchmark package; (3) the new requirement caused it to fail to complete the benchmark demonstration in a timely manner; and (4) the contracting officer's technical representative did not have the authority to disqualify it from the competition so, in essence, the initial adverse agency action was the notice of disqualification from the contracting officer confirming its disqualification. GAO held that an examination of the record showed no indication that the protester disputed the determination that it failed the benchmark demonstration, nor was there any evidence indicating that the determination by the agency's technical representative was preliminary, subject to further study, or undergoing review at higher levels. Thus, after its failure to complete the benchmark demonstration, the protester knew that it was out of competition and the reason why. Accordingly, GAO held that the protest filed more than 1 month after notification of disqualification from competition was untimely filed more than 10 days after the basis for protest was known.

113629

Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations. LCD-81-4; B-200143. October 27, 1980. 21 pp. plus 3 appendices (7 pp.).

Report to Harold Brown, Secretary, Department of Defense; James T. McIntyre, Jr., Director, Office of Management and Budget; by Richard W. Gutmann, Director, GAO Logistics and Communications Division.

Issue Area: Communications: Assessing the Adequacy of Government Planning for Its Future Communications Needs (3702).

Contact: Logistics and Communications Division.

Budget Function: National Defense: Telecommunications and Radio Frequency Spectrum Use (Military-Related) (051.4); National Defense: Department of Defense - Procurement and Contracts (051.2); General Government: Other General Government (806.0).

Organization Concerned: Office of Management and Budget; Department of Defense; General Services Administration; Department of the Army.

Abstract: The Department of Defense (DOD) has established a long-range program, the Defense Metropolitan Area Telephone System, to develop consolidated local area telephone systems for its activities. Discussions between DOD and the General Services Administration (GSA) are underway to create Government-wide consolidated local-area systems. DOD experience with consolidated systems is limited to the Defense telephone service in Washington, D.C., and in St. Louis, Missouri. The Washington system, which is unique in size and complexity, serves military users almost exclusively. The St. Louis system, modernized in April 1979, uses modern technology and serves both DOD and a growing number of Government civil agency subscribers. Thus, the St. Louis system is a more appropriate model for many proposed DOD consolidated systems. **Findings/Conclusions:** DOD officials, responsible for developing the Defense Metropolitan Area Telephone Service program, and Army officials, currently procuring facilities for the initial DOD consolidated system at Boston, were generally unaware of the details of the operational defects,

design flaws, and management problems experienced with the St. Louis system. Modernization of the St. Louis system included installation of special devices to automatically route outgoing calls via the least costly circuit available and to simultaneously create a call detail record for use in billing subscribers for services used. Anticipated reductions in commercial toll costs and improved system management associated with these special devices were not realized at St. Louis. The Director of the St. Louis system derives authority from the Army to operate the system, and concurrently holds a staff position on two local Army commands. The uncertainty of his authority to deal with non-Army subscribers and local superiors generally reduced the Director's role to that of a financial manager acting as an intermediary between subscribers and the local telephone company. The Director also failed to control abuse and misuse of system resources or perform many functions normally associated with good telephone system management. The Defense Metropolitan Area Telephone System presents an excellent opportunity for DOD to eliminate inefficient independent military telephone systems in metropolitan areas. **Recommendation To Agencies:** The Secretary of the Army should devote the necessary resources to correct the design, operating, and management deficiencies of DTS-STL. The Secretary of the Army should provide the DTS-STL Director with an operating charter, either under DMATS or independently, which is consistent with the system's technology and the community of interest being serviced by the system. The Secretary of Defense should clarify and strengthen the role of the DMATS Director to make the position independent of local military command control to preclude conflict of interest, define the DMATS Director's responsibilities and authority over other military department and civil subscribers to the system, structure the position and supporting staff resources consistent with potential Government-wide metropolitan area consolidation. The Director of the Office of Management and Budget should develop a policy for consolidation of local telephone service that assigns organizational responsibilities and contains implementing guidelines, procedures, and/or standards.

113838

[Protest of Method Used by Agency for Proposal Evaluation]. B-197749. November 20, 1980. 7 pp.

Decision re: Anchorage Telephone Utility; by Milton J. Socolar, (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Anchorage Telephone Utility; Alascom, Inc.; Defense Communications Agency; Defense Commercial Communications Office.

Authority: 51 Comp. Gen. 479. 55 Comp. Gen. 1151. 57 Comp. Gen. 347. D.A.R. 3-805.1. D.A.R. 3-805.2. D.A.R. 3-805.3(d). B-187153 (1976). B-184194 (1977).

Abstract: A firm protested the award of a contract for telephone services. The protest involved the propriety of the agency's method of evaluating proposals from common carriers offering prices subject to the jurisdiction of tariff regulation. The protester also alleged that the agency engaged in improper post-selection discussions with the awardee. Offerers were required to submit technical and price proposals and to indicate whether services would be provided under the existing filed tariffs. All proposing firms, except the protester, submitted proposals which quoted tariffed rates for a full 10-year period. The protester offered a two-level system of pricing, one of which was fixed for the 10-year period, while the second was subject to annual economic price adjustment governed by the Consumer Price Index. The protester contended as improper the agency's decision to treat possible increases due to tariff changes differently from the possible increases it suggested based on consumer price index changes. The protester maintained that, had the request for

proposals advised offerers that price proposals subject to regulatory jurisdiction were to be construed as offering firm-fixed prices, it would have submitted a price proposal subject to regulation that was substantially lower than the awardee's price. The agency maintained that it acted properly in evaluating the proposals and did not know that the protester would offer unregulated prices. GAO agreed with the agency contention. An agency is obligated to determine which of the offerers proposed the lowest cost. The agency's actions were consistent with the evaluation criteria. The protester argued that a provision which precluded the awardee from petitioning for rate increases for 10 years was improperly inserted in the contract as a result of telephone discussions with the awardee. It concluded that the telephone conversation resulted in substantive changes in the contract and, therefore, constituted improper discussions. The agency stated that this change in contract was administrative and not discussed during the telephone conversation. GAO held that inquiries to an offerer to eliminate minor uncertainties do not require reopening discussions with all offerers. Discussions occur if an offerer is afforded an opportunity to revise its proposal. GAO held that the conversation was merely a clarification. Therefore, the protest was denied.

113972

[Protest Against Agency Refusal To Accept Bid Modification]. B-199141. December 16, 1980. 7 pp.

Decision re: SRM Manufacturing Co.; by Milton J. Socolar, (for Elmer B. Staats, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Navy; Naval Supply Systems Command; Navy Aviation Supply Office, Philadelphia, PA; SRM Manufacturing Co.; A & K Manufacturing Co.

Authority: 4 C.F.R. 20. 46 Comp. Gen. 771. D.A.R. 7-2002.2. B-181862 (1974).

Abstract: A company protested the proposed award of a contract by the Department of the Navy. The protester complained that a telegraphic modification to its bid was designated improperly by the agency as late and excluded from consideration. The Navy argued that it had adopted appropriate means for the receipt and delivery of telegraphic bid modifications given the volume of daily communications processed through the facilities which handled the protester's modification. GAO concluded that the Navy has instituted reasonable measures for the receipt and processing of urgent telegraphic messages given the daily volume of messages involved. Consequently, GAO agreed that only telegraphic bids which can be recognized as bids from scanning the headings of the involved messages are required to be processed in an expedited fashion. Since the protester did not use the address prescribed in the invitation for bids, it was not the Navy's fault that the protester's modification was not processed through the primary means designated for rapid transmission of urgent telegraphic messages. GAO could not conclude that the modification was mishandled under the procedures used for routine messages even though it took more than 5 hours for the message to be delivered. Therefore, the late modification was properly excluded from consideration. Also, the protester contended that the Navy received its bid modification on the day prior to bid opening. Based on the contracting officer's analysis, GAO could not conclude that the Navy actually received the modification on the day prior to bid opening. Finally, the protester contended that the Navy was negligent in permitting the company only 1 day to respond to the amendment. The company's protest was not received until 5 months after the amendment was given. Bid protest procedures require that a protest be filed within 10 working days after the basis for the protest is known. Thus, this ground of the protest was untimely and not considered on the merits. Accordingly, the protest was denied in part and dismissed in part.

114441

[*President's Third Special Message for FY 1981*]. OGC-81-3; B-200685. February 18, 1981. 11 pp.
Report to Congress; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Budget Function: Impoundment Control Act of 1974 (990.2).

Organization Concerned: Department of Commerce; Department of Education; Department of Energy; Department of Health and Human Services; Department of Housing and Urban Development; Department of Defense; Department of the Interior; Department of Justice; Department of Labor; Department of State;
Congressional Relevance: Congress.

Authority: Congressional Budget and Impoundment Control Act of 1974 (31 U.S.C. 1402). P.L. 95-567. 31 U.S.C. 1401(3). 47 U.S.C. 392.

Abstract: GAO reviewed the President's third special message for fiscal year 1981. **Findings/Conclusions:** The special message proposed 33 rescissions of budget authority totaling \$1,142.4 million, 15 new deferrals totaling \$1,429.9 million, and revisions to three previously reported deferrals totaling \$4.4 million. Except as noted, no additional information was identified that would be useful to Congress in its consideration of the President's proposals. GAO believed that the proposed deferrals were in accordance with existing authority.

115445

[*Comments on H.R. 3229 and H.R. 3240*]. B-203297. June 9, 1981. 8 pp.

Letter to Rep. Timothy E. Wirth, Chairman, House Committee on Energy and Commerce: Telecommunications, Consumer Protection, and Finance Subcommittee; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Federal Communications Commission; Department of Commerce: National Telecommunications and Information Administration.

Congressional Relevance: House Committee on Energy and Commerce: Telecommunications, Consumer Protection, and Finance Subcommittee; *Rep. Timothy E. Wirth*.

Authority: Communications Act of 1934. H.R. 3239 (97th Cong.). H.R. 3240 (97th Cong.).

Abstract: GAO was requested to comment on H.R. 3239 and H.R. 3240. The first bill would amend the Communications Act of 1934 to: (1) authorize the Federal Communications Commission (FCC) for a 1-year period instead of on a permanent basis; (2) require FCC to establish a fee schedule to recover costs which it incurs in carrying out certain regulatory activities; and (3) require FCC to expedite its efforts to revise the uniform system of accounts for common carriers. The second bill would establish a 1-year authorization for the National Telecommunications and Information Administration (NTIA) instead of on a permanent basis. GAO supports the establishment of periodic authorizations for both FCC and NTIA, as well the requirements that FCC formulate a cost based fee schedule and expedite its efforts to revise the uniform system of accounts for common carriers.

115722

[*Need for Better Policy and Control Over Public Information Requests*]. GGD-81-70; B-180225. July 8, 1981. 7 pp. plus 1 enclosure (4 pp.).

Report to Nunzio J. Palladino, Chairman, Nuclear Regulatory

Commission; by Daniel F. Stanton, (for William J. Anderson, Director), GAO General Government Division.

Issue Area: Information Management: Duplication of Information Collected by Independent Regulatory Agencies With Information Already Available From Other Federal Sources (4207).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Nuclear Regulatory Commission.

Authority: Reports Act. Paperwork Reduction Act of 1980 (P.L. 96-511). NRC Manual Bull. 0211-9.

Abstract: In July 1980, the Nuclear Regulatory Commission (NRC) requested that its generic clearance be extended to July 1983. Because of a dramatic increase in the estimated reporting burden, GAO reviewed the NRC controls over information requests made under its generic clearance; other information requests made by NRC program offices were analyzed. The NRC policy related to the use of and control over information requests subject to the Federal Reports Act was reviewed along with the procedures and practices followed by the NRC clearance and program offices in processing, issuing, and controlling information requests. **Findings/Conclusions:** NRC did not exercise adequate control over clearance requests under the generic clearance to ensure that the information requested neither duplicated information already available within the Federal Government nor imposed an undue burden on respondents. A definitive agreement on the use and control of the generic clearance, completed in November 1980, provides NRC with the flexibility needed to meet its mandate of protecting the public health and safety and at the same time to comply with the Federal Reports Act and the Paperwork Reduction Act of 1980. Under the agreement, NRC was to develop internal policy to explain the conditions for use and control of the generic clearance. Similar controls have not been established over other information requests from 10 or more respondents. Although the procedures agreed to under the generic clearance should improve control over that special clearance, a more definitive policy and improved control of the clearance process are needed to ensure that: (1) the clearance office receives all information requests issued by NRC offices, a procedure necessary to determine whether the information being requested is already available from other Federal agencies; (2) the information is needed; and (3) the reporting burden on respondents has been minimized. **Recommendation To Agencies:** The Commissioners should establish or require to be established: (1) a clearance office which is given an active role and established at an appropriate level within NRC to ensure compliance with the Paperwork Reduction Act of 1980; and (2) a definitive NRC policy which requires improved control by its clearance office to ensure that all requests for information from or the imposition of recordkeeping requirements on 10 or more respondents by NRC offices are processed through the NRC clearance office.

115868

[*Protest of VA Purchase Order Issuance*]. B-201336. July 20, 1981. 4 pp.

Decision re: Neshaminy Valley Information Processing, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Neshaminy Valley Information Processing, Inc.; Computer Network Corp.; Veterans Administration; General Services Administration. B-193124 (1979). B-194398.1 (1979).

Abstract: A firm protested the issuance of a purchase order, contending that it should have been awarded the contract as its offer was the most favorable to the Government. The protester and other companies had entered into multiple award schedule

contracts with a General Services Administration (GSA) program which authorizes user agencies to place orders for teleprocessing services against multiple award schedule contracts which are negotiated by GSA and provide Government-wide discounts. Selection of a contractor in this program is to be on the basis of which source meets the user's requirements at the lowest overall cost to the Government. The agency solicited the protester and other schedule contractors to participate in the procurement. Conversion cost was one of the elements of the agency's evaluation criteria. In a later letter, the agency required a detailed conversion proposal from each bidder. After evaluation, the agency found the protester's conversion proposal to be technically unacceptable because the firm had no previous experience with the system required, proposed to use a system which had never been operational, and lacked experience with programming language conversions. Subsequently, another firm was selected as the successful vendor. The protester believed that it should have been selected since it proposed the lowest overall costs and met the agency's initial requirements. GAO disagreed. The letter, requiring detailed conversion proposals, clearly constituted an amendment to the initial notice which expanded the scope of vendor evaluation to include the conversion requirements. The determination of whether a proposal is technically acceptable is the responsibility of the procuring agency, and it is not to be disturbed unless shown to be arbitrary or in violation of procurement statutes and regulations. The protester failed to show defects in the agency's evaluation. Accordingly, the protest was denied.

116192

[Protest of Agency Refusal To Amend Solicitation]. B-200989. August 19, 1981. 6 pp.

Decision re: American Telephone and Telegraph Co.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: American Telephone and Telegraph Co.; General Services Administration; Social Security Administration; Federal Communications Commission.

Authority: Automatic Data Processing Equipment Act (40 U.S.C. 759). 4 C.F.R. 21.2. 55 Comp. Gen. 1151. F.P.R. 1-4. 55 Comp. Gen. 1155. 44 Fed. Reg. 41431. American Broadcasting Co., Inc. v. FCC, 643 F.2d 818 (D.C. Cir. 1980). B-199445 (1980). B-190038 (1978). B-197749 (1980). 47 U.S.C. 203(b)(1). 47 U.S.C. 204(a). 47 U.S.C. 205(a).

Abstract: A firm protested the refusal of the Social Security Administration (SSA) to amend a solicitation to permit tariffed carriers, whose rates are subject to change by the filing of a revised tariff with the Federal Communications Commission (FCC), to compete for award of a contract for equipment to be used in connection with the SSA nationwide telecommunications system. The protester alleged that the equipment in question was wrongly classified as automatic data processing (ADP) equipment which must be procured on a fixed-price basis. The protester argued that it should be procured according to the regulations covering telecommunications which require that both tariffed and nontariffed carriers be given an opportunity to compete. GAO determined that the protest was untimely; however, because it raised issues which GAO had not previously considered regarding which regulations apply to equipment being procured and whether tariffed carriers may be excluded from competition for this type of equipment, GAO reviewed the matter pursuant to the significant issue exception to its bid protest procedures. GAO determined that, under the Brooks Act, the General Services Administration (GSA) has discretion to define the type of equipment to be considered ADP equipment, and GSA agreed with the SSA determination of its equipment type. Therefore, since the protester disagreed with the classification of the equipment, the protester should seek a change through GSA, not the GAO bid protest

process. In view of the need to avoid buy-ins to evaluate life cycle costs accurately, thereby insuring that the Government obtains ADP equipment at the lowest overall cost, the requirement for fixed or finitely determinable prices does not unduly restrict competition. A tariffed carrier, whose existing rates are subject to change and which by law must treat all classes of customers receiving similar services in the same manner, cannot be considered for award of a fixed price contract. Accordingly, the protest was denied.

116401

DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System. MASAD-81-42; B-203651. September 18, 1981. 4 pp. plus 1 appendix (15 pp.).

Report to Andrew L. Lewis, Jr., Secretary, Department of Transportation; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Refer to LCD-77-109, March 21, 1978, Accession Number 105622; and MASAD-82-6, November 12, 1981, Accession Number 116856.

Issue Area: Communications (3700).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: Transportation: Water Transportation (403.0).

Organization Concerned: Department of Transportation; United States Coast Guard; Department of Transportation: Research and Special Programs Administration.

Abstract: GAO performed a follow-up review of a previous report which concluded that the Department of Defense's satellite-based NAVSTAR/Global Positioning System (GPS) could be a national asset and could replace many existing navigation systems at substantial savings. The report considered these systems, including the Department of Transportation's (DOT) LORAN-C system, to be unneeded by the early 1990's and cautioned against further investment in LORAN-C. It also recommended that the Secretary of Transportation become more involved in the GPS program to ensure the timely availability of low-cost civil receivers. **Findings/Conclusions:** DOT has continued to develop, expand, and improve navigation systems which GPS could replace. Further, DOT has devoted little effort to evaluating the GPS capability as a marine and land navigation system and has not initiated a program to develop and demonstrate the technology necessary to ensure the availability of low-cost receivers for marine and land users. More specifically, GAO found that the Coast Guard: (1) plans to make a recommendation in 1982 to the Secretary of Transportation which should clarify the future role of GPS versus LORAN-C without adequately developing the technology necessary to ensure the availability of low-cost GPS receivers that are essential to effect widespread acceptance of GPS by the civil marine community; (2) plans to continue operating LORAN-C until at least the year 2000 although GPS is scheduled to provide coverage equivalent to LORAN-C as early as 1986; and (3) plans to spend at least \$25 million to replace certain existing LORAN-C transmitters without adequately demonstrating either the need for or the cost effectiveness of the replacement. **Recommendation To Agencies:** The Secretary of DOT should direct the Coast Guard to discontinue developing and demonstrating new and additional LORAN-C marine applications which GPS has the potential to satisfy and focus efforts and resources on developing and demonstrating the GPS potential as a marine navigation system, especially the low-cost GPS user equipment technology essential to civil acceptance and use of GPS. The Secretary of DOT should direct the Coast Guard to develop a tentative timetable to phase out LORAN-C by the early 1990's and, if the DOT preliminary decision in 1983 supports GPS, inform the public at that time of this tentative timetable so as to allow users to make informed decisions on replacing

current LORAN-C receivers. The Secretary of DOT should direct the Coast Guard to terminate its planned replacement of certain existing LORAN-C vacuum-tube transmitters with new solid-state transmitters unless the Coast Guard can validly demonstrate on a station-by-station basis that this upgrade will be cost effective by the early 1990's.

116409

Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses. GGD-81-105; B-204570. September 15, 1981. 18 pp. plus 1 appendix (1 p.). Report to Congress; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Information Management: Assessing Agencies' Classification, Declassification, and Protection of National Security Information (4215).

Contact: General Government Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2); National Defense: Defense-Related Activities (054.0); Administration of Justice: Federal Law Enforcement Activities (751.0).

Organization Concerned: Department of Defense; Department of Justice; Department of Defense: Defense Investigative Service; Office of Management and Budget; Federal Bureau of Investigation: Identification Division.

Congressional Relevance: House Committee on Government Operations: Government Information and Individual Rights Subcommittee; Joint Economic Committee: International Trade, Finance and Security Economics Subcommittee; Congress.

Authority: Executive Order 12065.

Abstract: As part of a continuing review, GAO reported on the delays in the processing of security clearances for the Department of Defense (DOD) and contractor personnel. In accordance with Executive Order 12065, national security information is classified at three levels--top secret, secret, and confidential. To obtain a clearance, several types of investigations are necessary. These include a background investigation and a national agency check which includes an examination of criminal and security files at the Federal Bureau of Investigation (FBI) and other Federal agencies. **Findings/Conclusions:** Requests for security clearances increased approximately 18 percent between 1978 and 1980, and estimates for 1981 and subsequent years show a continuing increase. Although DOD standards for processing requests for background investigations and national agency checks are 90 and 30 days, respectively, as of May 1981, industry requests for clearances were taking an average of 220 and 103 days, respectively. GAO estimated that the delays in processing DOD requests could cost about \$580 million in 1982. Furthermore, in July 1981, the Secretary of Defense was notified that clearance delays resulted in costly slippage in initiation or schedules of classified contracts and some degradation of operational readiness. The urgency of some of the programs and the extensive delays in obtaining clearances have forced DOD to issue an increasing number of interim clearances. These clearances are followed at a later date by background investigations and national agency checks. Some interim clearances have been revoked because the subsequent investigations disclosed derogatory information. GAO believes that the increase in the use of interim clearances increases the risks to national security. The size of the Defense Investigative Service, which performs investigations required for top secret and secret clearances, has not kept pace with the increase in clearance requests. GAO believes that additional investigators and support staff are needed to reduce the time involved in obtaining a clearance. **Recommendation To Agencies:** The Secretary of Defense should reprogram the 1982 budget to provide the authority to the Defense Investigative Service to hire the additional personnel needed to expedite the investigation and

processing of personnel security clearances. The Attorney General should request, and the Director, Office of Management and Budget, should approve authority for the FBI to increase the number of personnel in the Identification Division. The Attorney General should expedite the implementation of the proposed automation program in the Identification Division.

116445

[Regulating Domestic Telecommunications Common Carriers]. September 24, 1981. 8 pp.

Testimony before the House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; House Committee on Energy and Commerce: Telecommunications, Consumer Protection, and Finance Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Contact: Community and Economic Development Division.

Organization Concerned: Federal Communications Commission.

Congressional Relevance: House Committee on Energy and Commerce: Telecommunications, Consumer Protection, and Finance Subcommittee; House Committee on Energy and Commerce: Oversight and Investigations Subcommittee.

Authority: Communications Act of 1934.

Abstract: In a review of the Federal Communications Commission's (FCC) regulatory program, GAO assessed the methods used by FCC for implementing a system of price/earnings for common carriers and examined the actions FCC has taken to prevent anticompetitive behavior against new entrants. Over the past 20 years, FCC decisions have allowed competition into the manufacture of telecommunications terminal equipment and into the interstate provision of telecommunications services, which have altered the structure of the industry. FCC has used a system of price/earnings regulation which relies on the rate of return/rate base regulation to govern prices charged by carriers. Instead of implementing such a program by establishing and monitoring rates of return, reviewing the reasonableness of investments and expenses, and approving individual rates for carriers' services, FCC has focused on establishing carriers' rates of return and paid little attention to carrier investment costs and expenses. Although FCC has established the broad principle that costs should be fully distributed among all services, it has had limited success in developing a method to implement this principle. The separate subsidy approach proposed by FCC does not completely provide for organizational restructuring and separating conditions. FCC should initiate a proceeding to evaluate the need for structural separation of a dominant carrier's long distance and local operations. In implementing changes for setting depreciation rates, FCC has not resolved questions regarding the methods and procedures needed to set new depreciation rates. GAO believes that, if Congress wishes to endorse the trend toward competition in the telecommunications industry, it should amend the Communications Act of 1934 to direct FCC to rely on competition and the private sector to the maximum extent possible to achieve the overall goals of the Act. GAO believes that, until a competitive environment exists, FCC should strengthen its regulatory approach. GAO believes that Congress should amend the Act to reestablish the basic framework to create nondiscriminatory access conditions to local exchange facilities, including expansion of the FCC authority to allow regulation of all long-distance telecommunications facilities and services.

116631

[Request for Reconsideration]. B-202031. October 9, 1981. 3 pp.

Decision re: Southwestern Bell Telephone Co.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Nuclear Regulatory Commission: Regional Office IV, Dallas TX; Southwestern Bell Telephone Co.

Authority: B-191756 (1979). B-197272 (1980). B-200847.3 (1981). B-202031 (1981). 41 U.S.C. 253(b).

Abstract: A firm requested reconsideration of a portion of a previous decision which sustained protests complaining of a noncompetitive order placed with the protester by the Nuclear Regulatory Commission (NRC). The award called for the installation of an in-house telephone exchange at the NRC Region IV Office in Arlington, Texas. The protester objected to that part of the decision where, in recommending that NRC reprocure its requirement, GAO stated that NRC should evaluate any applicable installation charges which had already been incurred if the protester had obtained a competitive advantage by virtue of its incumbency. The protester contended that the order which NRC improperly placed did not result from its wrongdoing and that any advantage which it possessed was the simple result of its incumbency since the system has already been installed and the charges for installing it have been paid. Further, the protester indicated that GAO should allow the award to be based strictly on the lowest cost paid under the replacement contract which would exclude the protester's normal installation charges. GAO held that normally the Government is not required to equalize competition for a particular procurement by taking into account the competitive advantage that a firm derives from its incumbency. However, such is not the case here since the advantage gained by the protester was the result of improper Government action. Further, GAO held that it had not viewed the conduct of the protester as material to its previous recommendation that NRC evaluate installation costs in connection with the reprocurement. The recommendation merely sought to restore the integrity of the competitive procurement system. Thus, the only question which arises is whether the reprocurement action is in the Government's best interest in view of the possible increased costs that the Government may have to pay. GAO believes that it is in the Government's best interest since the importance of protecting the integrity of the competitive procurement system outweighs the costs involved. Accordingly, GAO found no basis to alter its initial decision, which was affirmed.

116637

[Protest of DOE Cancellation of RFP]. B-197872.2. October 9, 1981. 6 pp.

Decision re: Meteor Communications Consultants, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Meteor Communications Consultants, Inc.; Department of Energy.

Authority: 58 Comp. Gen. 451. 53 Comp. Gen. 502. 56 Comp. Gen. 448. F.P.R. 1-2.404-1. B-197872 (1980). B-180465 (1974). B-201389 (1981). B-191195 (1978).

Abstract: A firm protested the Department of Energy's (DOE) cancellation of a request for proposals (RFP) soliciting a Meteor Burst Emergency Communications System. In February 1980, the protester was selected for final negotiations, with the award of a contract expected in April. Therefore, the protester, under its implementation plan, hired additional personnel and initiated plans to expand its facility. There were complications and delays, but the protester stated that, by March 13, 1981, all contract details were resolved and approved by both parties. However, on March 17, the protester received verbal notification that DOE canceled the solicitation. The protester contended that the cancellation was not in the best interest of the Government and that the excessive amount of time taken for negotiations followed by the cancellation of the solicitation resulted in its incurring unjust

costs for which it requested compensation. DOE stated that, while negotiations were held on an irregular basis, the negotiations were held with the intent to make an award. Moreover, DOE stated that the protester was never advised to hire employees or to incur any other costs relative to the start of the project. The issue of whether DOE should proceed with the Meteor Burst Project was first raised in January 1981. The initial concern was that DOE emergency responsibilities were not clear. The DOE emergency policy was reviewed in light of departmentwide requirements and the trend toward the establishment of a nationwide system for all Government emergency communications. On March 17, it was finally concluded that the solicitation was to be canceled. GAO will not object to an agency's decision to cancel an RFP unless the protester shows that the decision clearly lacks a reasonable basis. Since DOE no longer needed the service, it had a reasonable basis for cancellation. In regard to the costs incurred by the protester, the record does not disclose any clear evidence of an overt action by DOE which might reasonably be construed as an inducement to the protester to commence its implementation plan prior to the award. With respect to the request for proposal preparation costs, GAO has held that these costs may be recoverable where it is shown that the Government's arbitrary and capricious action towards a claimant has denied the claimant fair and honest consideration of its proposal, which was not the case. Accordingly, the protest was denied.

116691

[Protest Alleging That Solicitation Unduly Restricts Competition]. B-202238. October 20, 1981. 10 pp.

Decision re: Illinois Bell Telephone Co.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Internal Revenue Service; Illinois Bell Telephone Co.

Authority: 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.2(d). 55 Comp. Gen. 1362. F.P.R. 1-2.407-8(b)(4). B-186999 (1977). B-187628 (1977). B-190142 (1978). B-191636 (1978). B-193530 (1979). B-197272 (1980). B-198521 (1980). B-198738 (1981). B-200989 (1981). 41 U.S.C. 254(b).

Abstract: A firm protested a request for proposals (RFP) contending that the RFP was restrictive of competition because one specification described a manufacturer's equipment, and certain RFP terms limited the ability of regulated public utilities to compete. The protester complained that: (1) it was precluded from submitting a proposal because of the deficiencies in the original solicitation; (2) it had not received the amendment to the solicitation which it was promised; and (3) its request for a preproposal conference had not been honored. Shortly thereafter, the agency amended the solicitation and extended the date for receipt of proposals. The protester did not submit a proposal by the amended closing date. The contracting officer subsequently decided to award the contract despite the protest. The solicitation contained provisions for a fixed-price contract with fixed-price 1-year options, prohibited the assessment of termination or cancellation charges, and permitted the Government to assess penalties for equipment downtime. The protester contended that these provisions excluded regulated communications carriers from the competition since a tariffed communications carrier generally cannot be considered for the award of a fixed-price contract for services covered by tariffs. Fixed-price contracts are accorded a statutory preference under Federal regulations, and GAO would not take legal objection to their use in this case. The determination of the Government's minimum requirements and the best methods for accommodating them are properly the responsibility of the contracting agency. GAO will not substitute its judgment for that of the contracting agency unless it is shown that the judgment is unreasonable. GAO concluded that the provisions

reflected legitimate agency needs. A protest concerning the Government's right to order optional equipment should have been advanced prior to the closing date for receipt of proposals. This protest was therefore untimely. GAO found that the protester did not meet its burden of proof as to a protest that a specification was unduly restrictive and that the protest was untimely since it was not advanced before the closing date for receipt of proposals. GAO will not question an agency's discretionary decision not to hold a preproposal conference. Finally, GAO did not believe that the protester was denied a meaningful opportunity to respond to the solicitation. Accordingly, the protest was dismissed in part and denied in part.

116756

[*GSA Contract Award Protest*]. B-200430.2. October 28, 1981. 4 pp.

Decision re: Florida TelCom, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Florida TelCom, Inc.; General Services Administration; Southern Bell Telephone and Telegraph Co.; Northern Telecom, Inc.

Authority: 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.2(b)(2). 55 Comp. Gen. 307. 55 Comp. Gen. 328. B-190983 (1981).

Abstract: A firm protested the award of a contract for a telephone system to another firm under a request for proposals (RFP) issued by the General Services Administration (GSA). The protester contended that: (1) the award was improper because, after initially determining that the awardee's offer was nonresponsive because it included a termination liability clause which conflicted with the Government's termination for convenience clause, GSA amended the RFP to permit such clauses; (2) the award was not in the best interest of the Government because the awardee had based its price on a rate structure for which an application for change was pending and which would be adjusted upward; and (3) GSA improperly waived its preaward contract clearance requirement. The record showed that, after the receipt of best and final offers, the contracting officer determined that the awardee's offer was nonresponsive because it contained a termination liability clause that was inconsistent with the Government's standard termination for convenience clause. However, in conformity with the ongoing policy of GSA of accepting termination liability clauses, GSA requested and was granted a deviation from the regulations. Consequently, the solicitation was amended to permit termination liability clauses, and negotiations were reopened with a new closing date. GAO held that the protester's complaint regarding the awardee's responsiveness is really a complaint against the amendment permitting termination liability clauses and, as such, it was untimely since it was not received by GAO until almost 3 months after the closing date for receipt of proposals. Additionally, GAO held that: (1) since the policy of GSA has always been to permit tariffed carriers to pass through tariff changes when they are approved, GSA acted properly in evaluating and accepting the awardee's prices; and (2) the requirement for contract clearance is an internal agency regulation which provides for waiver of the preaward contract clearance and substitution of a postaward clearance when an immediate award is necessary. Finally, GAO held that the submission of a third company as an interested party in the protest raised a number of issues which were not raised by the protester and which were untimely. Accordingly, the protest was dismissed in part and denied in part.

116773

[*Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public*]. MASAD-82-3; B-202969. October 28, 1981. 2 pp. plus 1 enclosure (7 pp.).

Report to Richard S. Schweiker, Secretary, Department of Health and Human Services; by Gregory J. Ahart, Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Communications: Government Efforts To Acquire Communication Services and Facilities (3703).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: Multiple Functions: Telecommunications and Radio Frequency Spectrum Use (Civilian-Related) (999.1).

Organization Concerned: Social Security Administration; Department of Health and Human Services.

Congressional Relevance: *House* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *House* Committee on Ways and Means: Social Security Subcommittee; *Senate* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *Senate* Committee on Finance: Social Security and Income Maintenance Programs Subcommittee.

Authority: F.P.M.R. 101-37.312.

Abstract: GAO reviewed the Social Security Administration's (SSA) toll-free telephone service to the public. **Findings/Conclusions:** In fiscal year 1980, SSA spent an estimated \$9.5 million providing toll-free, long-distance telephone service to the public. This cost resulted from two sources: (1) the approximately 1,400 SSA offices accepting collect, long-distance calls from the public; and (2) some of the 32 Teleservice Centers using Wide Area Telecommunications Service providing toll-free, long-distance telephone service to the public. GAO found that better management of the SSA toll-free service would reduce costs because collect calls are an expensive way to provide toll-free service, and alternative telephone services would require cost analyses to maintain the most economic configuration. In addition, SSA management lacked central direction, and its management philosophy limited cost-effective alternatives. The need for cost-effective management has become even more important because of: (1) SSA efforts to reduce the cost of its programs, (2) major price increases in long-distance telephone services, and (3) SSA consideration of expanding the Teleservice Center concept nationwide. **Recommendation To Agencies:** The Secretary of Health and Human Services should direct the Commissioner of SSA to: (1) assign to the Communications Systems Branch central management responsibility for ensuring that toll-free telephone services configurations are the most cost-effective method to the Government; (2) ask the Communications Systems Branch to conduct the annual economic analysis of toll-free telephone services required by Federal Property Management Regulation 101-37.312; and (3) instruct SSA offices to discontinue promoting public use of collect calls for contacting its offices, unless extenuating circumstances exist.

116856

[*DOD Should Defer Buying New TACAN Equipment and Evaluate Other*

Alternatives]. MASAD-82-6; B-203651. November 12, 1981. 4 pp. plus 1 enclosure (9 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Refer to LCD-77-109, March 21, 1978, Accession Number 105622; and MASAD-81-42, September 18, 1981, Accession Number 116401.

Issue Area: Communications: Government Efforts To Acquire Communication Services and Facilities (3703); General Procurement: Providing Greater Assurance That Only Those Products and Services of Minimum Type, Quantity, and Quality Are Ordered To Satisfy Mission Needs (1952).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of the Navy; Department of the Air Force.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services.

Abstract: GAO completed a followup review to a 1978 report on navigation planning. The report concluded that, because the Department of Defense (DOD) planned to replace the Tactical Air Navigation System (TACAN) with the NAVSTAR/Global Positioning System (GPS), expenditures to modernize and buy new TACAN equipment were questionable. The report also pointed out that interim fielding of new TACAN equipment could result in unnecessary expenditures and duplication and that, to maximize the GPS cost effectiveness, DOD should avoid buying new equipment that GPS could replace. Despite this, the Navy and the Air Force plan to spend approximately \$49 million in the next 4 years on additional replacement TACAN equipment. **Findings/Conclusions:** According to both the Navy and the Air Force, certain existing TACAN equipment cannot provide reliable service until TACAN is phased out. As a result, the \$49 million expenditure is necessary for new equipment. GAO believes that lower cost alternatives exist which can provide adequate navigation until TACAN is phased out. The Navy and the Air Force have not specifically identified and measured the impact of these alternatives on tactical air navigation and, consequently, cannot adequately weigh such an impact against the resulting cost savings. GAO concluded that proceeding with the replacement of TACAN equipment without adequately evaluating all alternatives could result in unnecessary expenditures and duplication. **Recommendation To Agencies:** The Secretary of Defense should direct the Air Force and Navy to work closely with the Federal Aviation Administration to obtain those critical spare parts necessary for continued TACAN operation. The Secretary of Defense should direct the Air Force to terminate actions to buy and install new replacement TACAN receivers for the C-5A aircraft. The Secretary of Defense should direct the Air Force and Navy to determine to what extent the FAA VORTEC's can be used instead of DOD equipment. This determination should include an analysis to specifically identify and measure the impact on tactical air navigation and evaluate those trade-offs necessary for the cost savings. The Secretary of Defense should direct the Air Force and Navy to defer all actions to buy and install land-based replacement TACAN transmitters.

117322

[Potential Impact of National Archives and Records Service Budget Reductions]. GGD-82-10; B-205919. January 18, 1982. Released January 21, 1982. 2 pp. plus 1 enclosure (7 pp.).

Report to Rep. Glenn L. English, Chairman, House Committee on Government Operations: Government Information and Individual Rights Subcommittee; by Charles A. Bowsher, Comptroller General.

Refer to LCD-80-68, June 23, 1980, Accession Number 112618; and PLRD-81-2, February 24, 1981, Accession Number 114417.

Issue Area: Information Management: Progress Toward Meeting the Mandate of P.L. 96-511 (4217); Information Management: Effectiveness and Efficiency of Federal Records Management Practices (4220).

Contact: General Government Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: General Services Administration; National Archives and Records Service.

Congressional Relevance: House Committee on Government Operations: Government Information and Individual Rights Subcommittee; Rep. Glenn L. English.

Authority: Paperwork Reduction Act of 1980.

Abstract: GAO was asked to review the potential impact of proposed fiscal year 1983 budget cuts at the National Archives and Records Service's (NARS) Office of Records and Information Management. **Findings/Conclusions:** In response to a directive from the Administrator of General Services, the Archivist of the United States proposed a reduction of over 50 percent in the appropriated portion of the Office of Records and Information Management's budget from 1981 to 1983. GAO believes more recent fiscal year 1982 cuts may accelerate these reductions and that any actions which substantially reduce the NARS record management program and staff could reduce: (1) the level of expertise available in Federal records and information management; (2) the savings that NARS staff can produce for the Government; and (3) resources devoted to implementing the Paperwork Reduction Act of 1980 and bring about improvements in the record and information management program. GAO believes that, in identifying where cuts showed to be made to reduce Federal expenditures, insufficient weight has been given to tangible benefits that have resulted from this agency's activities.

117552

A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions. GGD-82-13; B-202773. February 22, 1982. 43 pp. plus 4 appendices (10 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Refer to GGD-76-72, May 5, 1976, Accession Number 093746; GGD-80-50, March 31, 1980, Accession Number 112050; GGD-80-62, June 3, 1980, Accession Number 112560; GGD-81-28, December 24, 1980, Accession Number 114144; GGD-81-29, December 24, 1980, Accession Number 114109; GGD-78-2, October 11, 1977, Accession Number 103748; and GGD-79-7, November 9, 1978, Accession Number 107699.

Issue Area: Information Management: Effectiveness and Efficiency of Efforts To Obtain Population Data (4210).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Department of Commerce; United States Postal Service; Department of Commerce: Bureau of the Census.

Congressional Relevance: House Committee on Appropriations: State, Justice, Commerce and Judiciary Subcommittee; House Committee on Post Office and Civil Service: Census and Population Subcommittee; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Senate Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; Congress.

Authority: Privacy Act of 1974 (5 U.S.C. 55a(n)). Census Act. U.S. Const. art. I, §2, cl. 2. 13 U.S.C. 141. 13 U.S.C. 221. 31 U.S.C. 412. 39 U.S.C. 411.

Abstract: To aid Congress and the Census Bureau in planning for the next census, GAO reviewed portions of the 1980 census program concerning mailing list development, followup on non-respondents, and activities to reduce the number of persons missed. **Findings/Conclusions:** Census results are extremely important to the Nation because they determine the apportionment of representation and affect the distribution of billions of Federal dollars annually. By changing current census procedures, millions could be saved in conducting the 1990 census. Attempting to get a complete count is a costly and complex process. GAO believes that the value of individual procedures in reducing the undercount should be reviewed and efforts made to control their costs while maintaining reasonable accuracy. Compiling a national mailing list prior to census day is critical to ensure as complete a

count as possible. However, the cost of compiling mailing lists can be reduced by obtaining addresses directly from the Postal Service. Increasing the time between mailout and start of followup operations could alleviate wasteful followup practices. Programs aimed at reducing the undercount, namely the vacancy check program and the records check program, were the least cost-effective operations conducted during a census. **Recommendation To Congress:** Congress should enact legislation, if the Secretary of Commerce decides to purchase address information for the 1990 census from the Postal Service, that: (1) specifically authorizes the Postal Service to provide the Census Bureau address information; and (2) protects the confidentiality of address information provided to the Census Bureau by the Postal Service. **Recommendation To Agencies:** The Secretary of Commerce should, in cooperation with the Postmaster General, comprehensively evaluate alternatives for developing address data for the 1990 census. The Secretary of Commerce should test the feasibility of using mail reminder cards and followup mailings. If one or both of the techniques prove to be adequate to meet the Department's needs, they should be used as alternatives to reduce the need for personal visit interviews for the 1990 census. The Secretary of Commerce should extend the time between census day and the start of followup operations to allow field staffs enough time to sort out duplicate and inappropriately mailed questionnaires and to allow them time to check in late mail returns. The Secretary of Commerce should evaluate the feasibility of increased use of imputation, where legally permissible, as a method for developing census information on difficult-to-enumerate households. The Secretary of Commerce should evaluate the cost and effectiveness of 1980 census coverage improvement programs to determine if they should be used in the 1990 census. When practical, the evaluation should: (1) identify the cost and result of each 1980 coverage improvement program for various geographical areas and target groups; (2) test the sensitivity of program costs and results to changes in the assumptions upon which the programs are based, such as increasing and decreasing the levels of program activity on target groups and in geographic areas; and (3) express 1990 estimates of cost and results for coverage improvement programs in ranges of values by target groups and geographic areas rather than just a single national value. The Secretary of Commerce should evaluate coverage improvement programs used in future censuses by compiling aggregate cost and results data on the operations. The data to be gathered should track the results of coverage improvement programs at the State and sub-State levels, also by target groups. The Secretary of Commerce should, by 1984: (1) have the Census Bureau conduct pilot tests to develop better cost and effectiveness information on updating the 1980 mailing lists and for purchasing lists from the Postal Service to ascertain the quality and cost of mailing lists produced by these alternatives; and (2) compare the results of the pilot tests with comparable information compiled on the 1980 census and any other alternative the Census Bureau may identify and, after considering the quality and cost of the mailing lists produced, select the best method.

117777

[Need To Examine ALR-74 Radar Warning Receiver Program Schedule]. MASAD-82-23; B-206548. March 10, 1982. 5 pp. Report to Caspar W. Weinberger, Secretary, Department of Defense; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Communications: Government Efforts To Acquire Communication Services and Facilities (3703).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Air Force: Air Force Logistics Command.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services.

Abstract: GAO reviewed the need to upgrade or replace radar warning receivers in tactical aircraft. **Findings/Conclusions:** The review revealed that the Air Force is pursuing the acquisition of the ALR-74 radar warning receiver to introduce into operation on more than a thousand F-16 and approximately 700 A-10 aircraft at the earliest feasible date. However, the program offices for the F-16 and A-10 believe that, because the schedule does not provide sufficient time for important installation studies, cost redesign and retrofit may be required if the installed receiver is found to be incompatible with other onboard avionics. Further, in the case of the F-16, the program office is concerned that, in its final design, the ALR-74 receiver may interfere with the orderly accomplishment of a larger overall improvement program involving many F-16 avionics items. **Recommendation To Agencies:** The Secretary of Defense should direct the Air Force to examine the ALR-74 acquisition schedule to assure that risks of cost and schedule overruns will be minimal if the current acquisition schedule is maintained. If this assurance cannot be provided, then a revised acquisition schedule should be established that will permit timely incorporation of installation studies.

118209

The Federal Communications Commission's International Telecommunications Activities. CED-82-77; B-207151. April 19, 1982. 6 pp. plus 3 appendices (14 pp.).

Report to Rep. Glenn L. English, Chairman, House Committee on Government Operations: Government Information and Individual Rights Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Issue Area: Communications: Appropriateness of Communications Regulatory Policies and Methods (3705).

Contact: Community and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission.

Congressional Relevance: House Committee on Government Operations: Government Information and Individual Rights Subcommittee; Rep. Glenn L. English.

Authority: Communications Act of 1934 (47 U.S.C. 151 et seq.). Submarine Cable Act (47 U.S.C. 21).

Abstract: GAO was asked to review the Federal Communications Commission's (FCC) international telecommunications activities and its organizational structure and resources for fulfilling its international communications responsibilities. The review focused on FCC international activities relating to facilities, service and rate regulation, conferences, the treatment of foreign entities in the United States, and FCC coordination with other agencies on international telecommunications matters. Issues were also identified for future evaluation. **Findings/Conclusions:** International telecommunications is of vital importance to the United States. International diplomatic and economic activity, military preparedness, and cultural exchange all depend on an adequate international telecommunications network. As the FCC budget has decreased, so have the resources allocated to FCC international telecommunications activities. Workyears allocated in 1983 for FCC international activities will decrease significantly from 1982, as will funds for international travel. FCC will decrease the participation at international conferences and preconference planning meetings. The impact of these reductions has not been studied. FCC recently has had to consider matters beyond its traditional expertise, such as foreign affairs, national security, trade policy, and reciprocal treatment of foreign firms. Although these considerations may require coordination with other Federal agencies, no

formal process exists for such interaction. For the regulation of common carriers, FCC has used a form of price/earnings regulation that relies on rate of return/rate base regulation. Under this system, a regulatory agency attempts to simulate a competitive outcome by limiting a regulated firm's revenues. An audit report of international voice and record carriers indicated that carriers' rates of return might be excessive. FCC concluded that it was not necessary to begin a procedure for establishing reasonable rates of return for carriers. An official stated that FCC did not have the resources to prescribe depreciation rates for international carriers in some cases.

118317

[Protest of Conversion Cost Evaluation Criteria]. B-204785. May 5, 1982. 2 pp.

Decision re: Martin Marietta Corp.; by Harry R. Van Cleve, Acting General General.

Contact: Office of the General Counsel.

Organization Concerned: Martin Marietta Corp.; Department of the Army; Corps of Engineers; Baltimore District, MD.

Authority: B-199024 (1981).

Abstract: A firm protested the conversion cost evaluation criteria set forth in a request for proposals (RFP) issued by the Army for teleprocessing services. The RFP required two schedules of conversion costs that would be applied to vendors other than the incumbent in determining total system costs. The protester contended that the Army applied an unrealistically large figure to its conversion costs given its similarity to the incumbent's system; thus, the procurement was biased in favor of the incumbent. Based on a review of the contract specifications, GAO found that conversion costs had no effect on the outcome of the procurement, causing the argument to be academic. Accordingly, the protest was dismissed.

118421

[Protest of Army Contract Award]. B-205291. May 18, 1982. 3 pp. plus 1 enclosure (1 p.).

Decision re: Indiana Bell Telephone Co.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Indiana Bell Telephone Co.; Department of the Army; Northern Telecom, Inc.

Authority: *Indiana Bell Telephone Co. v. Marsh*, Civ. Act. No. 82-0651 (D.D.C. 1982). *Indiana Bell Telephone Co. v. United States*, Civ. Act. No. IP 82-480-C (S.D. Ind. 1982). Fed. R. Civ. P. 41(b). B-200954.2 (1981). B-203798 (1981).

Abstract: A firm protested the Army's award of a contract to another company for installation and maintenance of dial telephone switching systems. The awardee received the contract based on its low evaluated cost. However, the protester contended that the Army failed to evaluate certain maintenance costs provided for in the awardee's proposal and that, had these costs been evaluated, it would have been the low offerer, not the awardee. While its protest with GAO was pending, the protester filed two lawsuits with U.S. district courts regarding the same matter. The District of Columbia Court adjudicated the merits of the cost evaluation issue and dismissed the action for lack of legal merit. Further, the Indiana District Court dismissed the case with prejudice, which GAO determined constituted a final adjudication on the merits of the matter and barred further GAO action. Accordingly, the protest was dismissed.

118429

[Protest of INS Contract Award]. B-206274. May 20, 1982. 4 pp. *Decision* re: CompuServe Data Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: CompuServe Data Systems, Inc.; Department of Justice; Immigration and Naturalization Service.

Authority: B-187892 (1977). B-199741.3 (1981).

Abstract: A firm protested the award of a contract for teleprocessing services. The protester challenged the agency's failure to consider a prompt-payment discount it offered and an agency decision to add certain costs to its best and final offer. The added costs were for an item which the protester argued was not a requirement in the original schedule of items and for storage costs which the protester contended that it offered at no charge. The agency decided not to evaluate any offered prompt-payment discounts, because it could not take advantage of such discounts due to the time required to validate payment invoices. However, it neglected to state that discounts would not be considered in its request for proposals (RFP). GAO found that the RFP could have reasonably been interpreted as having solicited prompt-payment discounts and indicated that such discounts would be evaluated. Since the protester and the awardee were essentially equal technically, price was the determining factor in the award. The agency stated that, even if the protester's discount and the amount added to the protester's bid were deducted, the awardee was still the low bidder. Under these circumstances, award to the low cost offerer was not unreasonable. Accordingly, the protest was denied.

118515

A CPI for Retirees Is Not Needed Now but Could Be in the Future. GGD-82-41; B-206898. June 1, 1982. 68 pp. plus 13 appendices (27 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Efficiency and Effectiveness of Efforts To Obtain Federal Price Statistics (4208); Economic Analysis of Alternative Program Approaches: Other Non-Line-of-Effort Assignments (4051); Income Security and Social Services: Non-Line-of-Effort Assignments (1351); Personnel Management and Compensation: Non-Line-of-Effort Assignments (0351).

Contact: General Government Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0); Income Security: Federal Employee Retirement and Disability (602.0).

Organization Concerned: Department of Labor; Department of Health and Human Services; Office of Management and Budget; Office of Personnel Management; Bureau of Labor Statistics.

Congressional Relevance: *House* Committee on the Budget; *House* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *House* Committee on Ways and Means; *House* Committee on Education and Labor; *House* Committee on Energy and Commerce; *House* Committee on Post Office and Civil Service; *Senate* Committee on Budget; *Senate* Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; *Senate* Committee on Finance; *Senate* Committee on Governmental Affairs; *Senate* Committee on Labor and Human Resources; Congress.

Authority: Economic Recovery Tax Act of 1981.

Abstract: GAO reviewed the need for a retirees' Consumer Price Index (CPI) to aid Congress and others in deliberations regarding possible actions to maintain the financial stability of retirement programs. **Findings/Conclusions:** GAO found that the use of a workers' index to trigger cost-of-living adjustments for the beneficiaries of the four major Federal retirement programs had placed

an extra financial strain on those programs. That strain can be attributed to the fact that existing indexes are based on underlying expenditure data that do not reflect how retirees spend their money. Compared to others, retirees devote a larger share of their total expenditures to food, fuel, and medical care and a lesser share to transportation, house purchases, and mortgage interest. The Bureau of Labor Statistics (BLS) plans to use a new approach called rental equivalence to construct the CPI, which should bring the existing indexes more in line with retiree consumption patterns. However, significant differences will still exist. The use of CPI-U would be more appropriate than the use of CPI-W, since it covers a larger target population. BLS should compute and publish a hybrid retirees' index once the homeownership component is revised and at least annually thereafter. The monitoring for divergencies should be centralized in one agency; the Office of Management and Budget seems the most logical choice to fill that role. **Recommendation To Congress:** Congress should enact legislation requiring that CPI-U be used instead of CPI-W to compute the cost-of-living adjustments for federally administered retirement programs. Any such legislation should be enacted in time to coincide with the BLS decision to revise the homeownership component of CPI-U starting in January 1983. **Recommendation To Agencies:** The Secretary of Labor should direct BLS to compute a retirees' index using that revised measure of homeownership costs and to recompute that index periodically thereafter, but at least annually, once the methodology for computing homeownership costs has been revised in the index used to escalate retirement programs. To compute that index, BLS should apply retiree expenditure weights to the price information already being collected in support of CPI-U. OMB should, once BLS starts computing a retirees' index: (1) monitor the relationship of that index to the index being used to calculate cost-of-living adjustments for federally administered retirement programs; and (2) determine, with input from the Social Security Administration and other agencies responsible for administering those programs, whether differences between the indexes are significant enough to warrant proposing changes to the mechanism for computing cost-of-living adjustments.

118619

[Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities]. AFMD-82-78; B-207395. May 18, 1982. Released June 9, 1982. 9 pp. plus 6 enclosures (6 pp.). Report to Rep. John D. Dingell, Chairman, House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Internal Auditing Systems (0200); Information Management (4200).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Developing and Disseminating Audit Standards (998.4); General Government: Other General Government (806.0); Financial Management and Information Systems: Internal Audit (998.3).

Organization Concerned: Office of Management and Budget; National Aeronautics and Space Administration; General Services Administration; Environmental Protection Agency; Department of Defense; Department of Transportation; Department of Agriculture.

Congressional Relevance: House Committee on Energy and Commerce: Oversight and Investigations Subcommittee; Rep. John D. Dingell.

Abstract: In response to a congressional request, GAO reviewed the accuracy of the quantitative data contained in the first two summary reports of inspectors general activities and accompanying fact sheets issued by the President's Council on Integrity and

Efficiency. **Findings/Conclusions:** The GAO review disclosed that the data collection methodology for each report was different, standard definitions were not used, and some agency figures were double-counted. Because of these problems, GAO had some concerns about the validity and comparability of the report tables and the Council's claim of taxpayer savings of \$2.1 billion resulting from inspectors general activities for the 6-month period ending September 30, 1981. Failure to use standardized definitions, coupled with problems associated with using two different data collection methodologies, affected data validity and precluded meaningful analyses and comparisons of the data as between the two reports. In the Department of Transportation and the General Services Administration, far more costs were reported as recovered than GAO could account for. GAO found that the over \$1 billion which the Department of Defense reported represented costs avoided due to program changes, not costs avoided due to inspector general activities. At the Department of Agriculture, savings were reported as per annum costs avoided rather than one-time savings. The Council is aware that there were problems with the reports and is attempting to correct them by eliminating current differences in definition and revising the report tables.

118926

[Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws]. GGD-82-90; B-182087. July 6, 1982. 7 pp.

Report to Sen. John C. Danforth, Chairman, Senate Committee on Governmental Affairs: Federal Expenditures, Research and Rules Subcommittee; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Information Management: Progress of Individual Agencies Toward Meeting Their Responsibilities Assigned by P.L. 96-511 (4218).

Contact: General Government Division.

Budget Function: General Government: Executive Direction and Management (802.0).

Organization Concerned: Office of Management and Budget; Department of the Treasury; Internal Revenue Service.

Congressional Relevance: Senate Committee on Governmental Affairs: Federal Expenditures, Research and Rules Subcommittee; Sen. John C. Danforth.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). S. 2198 (97th Cong.).

Abstract: Concern was expressed that section 202 of the proposed Taxpayer Compliance Improvement Act of 1982 would exempt the Internal Revenue Service (IRS) from key provisions of the Paperwork Reduction Act of 1980. GAO was requested to analyze the impact of the Paperwork Act on the ability of IRS to administer the tax laws, particularly the Taxpayer Compliance Improvement Act. The analysis was directed to any problems created for IRS either by the Paperwork Act itself or by the Office of Management and Budget's (OMB) implementation of that Act. **Findings/Conclusions:** In the opinion of GAO, the Paperwork Reduction Act has not adversely affected the ability of IRS to administer the tax laws. The OMB reviews of the reporting and recordkeeping requirements submitted by IRS have been completed within the statutory timeframes set by the Act. IRS and OMB officials agree that OMB does not need full-time experts to review the IRS requirements. GAO does not believe that the Paperwork Act would impede the IRS ability to effectively implement the Taxpayer Compliance Improvement Act or that IRS should be exempted from any provisions of the Paperwork Act. The Act is intended to benefit both the public and the Federal Government by reducing paperwork burdens and improving agencies' effectiveness through better management of their information resources. Significantly, both IRS and Department of the Treasury officials stated that they do not support exempting IRS

from the Paperwork Reduction Act. If such an exemption were enacted, Congress, OMB, and the public would lose accountability and oversight for about 50 percent of the paperwork burden imposed by the Federal Government.

119273

International Insurance Trade--U.S. Market Open. ID-82-39; B-204005. August 23, 1982. Released August 25, 1982. 32 pp. plus 8 appendices (17 pp.).

Report to Sen. Larry Pressler, Chairman, Senate Committee on Commerce, Science and Transportation: Business, Trade and Tourism Subcommittee; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Effectiveness of the U.S. Government's Administration of Buy-National, Unfair Trade, and Import Relief Laws (0622); Information Management: Non-Line-of-Effort Assignments (4251).

Contact: International Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151.0).

Organization Concerned: Department of Commerce; Department of State; Office of the U.S. Trade Representative; Department of the Treasury.

Congressional Relevance: Senate Committee on Commerce, Science and Transportation: Business, Trade and Tourism Subcommittee; Sen. Larry Pressler.

Authority: Trade Act of 1974. Trade Agreements Act of 1979 (19 U.S.C. 2411 et seq.).

Abstract: In response to a congressional request, GAO reviewed the competitiveness of the U.S. insurance industry by examining the access of foreign-owned firms to the U.S. insurance market, barriers to U.S. firms serving foreign markets, and Federal efforts to remove insurance barriers in world markets. **Findings/Conclusions:** Statistical data show that the number of foreign-owned firms licensed to operate in the United States has substantially increased over the past decade, but that these firms have achieved only a relatively small share of the U.S. market. Representatives of foreign-owned firms believe that the limited market share is due to strong competition, not from U.S. barriers. Officials of U.S. insurance firms that operate outside of the United States said that barriers hamper their ability to compete for business on an equal basis with domestic firms in foreign countries and result in decreased earnings. Government and industry officials believe that foreign barriers are widespread, but the extent of new business that would be achieved if these barriers were lessened or removed is unknown. There are indications that U.S. firms are successfully overcoming the barriers in some instances. More importantly, the elimination of barriers may not result in substantial financial benefits because of domestic competition in the developing countries and low premium volume in the less developed countries. The United States will discuss these barriers in multilateral trade negotiations. However, significant progress probably will not be achieved before 1990. In the interim, companies can seek relief on a case-by-case basis. Before giving priority to any individual industry's concerns, the United States needs to know the significance of foreign barriers and whether substantial economic benefit will be realized by the industry if the barriers are lessened or eliminated.

119492

The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities. GGD-82-100; B-208783. September 22, 1982. 5 pp. plus 1 appendix (6 pp.).

Report to Raymond J. Donovan, Secretary, Department of Labor; by Gregory J. Ahart, Director, GAO Human Resources Division.

Issue Area: Information Management: Government Need of and Use for Information Collected From or Maintained by Respondents (4203); Education: Role of the Department of Education in Improving Education (3356).

Contact: General Government Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: Department of Labor.

Congressional Relevance: House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on Education and Labor; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Labor and Human Resources.

Authority: Paperwork Reduction Act of 1980. OMB Circular A-40.

Abstract: GAO reviewed the Department of Labor's Office of Job Corps to determine whether it was carrying out its information collection activities in accordance with the policies and procedures established by the Paperwork Reduction Act of 1980. The review was part of a recently completed survey of education-related reporting requirements imposed on the public by Federal agencies. **Findings/Conclusions:** GAO found 56 reporting and recordkeeping requirements that the Job Corps was imposing on its contractor-operated centers without Office of Management and Budget (OMB) approval which is required by law. GAO stated that the existence of such a number of unapproved requirements, combined with the fact that cognizant Labor officials were unaware that these requirements needed OMB approval, indicated that the Department needs to strengthen controls over its information collection activities. **Recommendation To Agencies:** The Secretary of Labor should direct the Assistant Secretary for Administration and Management to ensure that the unapproved reporting and recordkeeping requirements that GAO identified are promptly reviewed to determine whether they are needed and used in their present form or whether they warrant revision. Those which continue to be needed, including any that are revised, should be promptly submitted to OMB for approval. The Secretary of Labor should direct the Assistant Secretary for Administration and Management to ensure that adequate controls are established for identifying and obtaining OMB approval for all unapproved reporting and recordkeeping requirements contained in contracts and related requirements developed and used by Labor's regional offices.

119495

Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors. ID-82-41; B-208754. September 17, 1982. 3 pp. plus 3 appendices (21 pp.).

Report to Malcolm Baldrige, Secretary, Department of Commerce; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Effectiveness of U.S. Government Export Stimulation Programs (0620); Information Management: Efficiency, Effectiveness, and Economy of National Information Centers, Systems, and Policies for Distributing Information as a Commodity (4225).

Contact: International Division.

Budget Function: International Affairs: Foreign Information and Exchange Activities (154.0).

Organization Concerned: Department of Commerce; Department of Commerce: United States Travel and Tourism Administration.

Congressional Relevance: House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Energy and Commerce: Commerce, Transportation, and Tourism Subcommittee; Senate

Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; *Senate* Committee on Commerce, Science and Transportation: Business, Trade and Tourism Subcommittee. P.L. 96-85.

Abstract: GAO reported on how the U.S. Travel and Tourism Administration (USTTA) consumer information program can be refocused to ensure that tourism information will continue to be available for distribution through USTTA foreign field offices.

Findings/Conclusions: The USTTA consumer information program distributes tourism literature to actual and potential foreign visitors and to members of the tourism industry. Because of uncertain funding, the program did not always have enough literature to distribute in 1981-82. The USTTA fiscal year 1983 budget request to Congress provided no funds for the program and USTTA plans to continue the program only if alternative funds can be obtained. However, efforts to obtain contributions from organizations that benefit from tourism have met with little success. If such funds are not obtained, future printing by USTTA of tourism information literature will be curtailed. GAO believes that the purposes of the consumer information program could be sustained by increased support from organizations that benefit from tourism. An alternative would be to increase the program's reliance on tourism literature produced by others. USTTA could encourage the formation of regional tourism promotion groups where none exist and help these groups and others to develop effective tourism literature. GAO believes that assistance in the development and translation of regional literature for USTTA markets can be provided by the present field office staff of USTTA. In addition, the necessary domestic coordination can be accomplished by USTTA headquarters staff incidental to their normal coordinative activities. **Recommendation To Agencies:** The Secretary of Commerce should direct the Under Secretary of Commerce for Travel and Tourism to: (1) encourage and coordinate efforts of States, cities, and other appropriate entities not already regionally grouped to join together to develop regionally focused brochures; (2) have USTTA foreign offices provide advice and, where practical, assist regional trade promotion groups in brochure design, translation, and distribution efforts; and (3) work with regional groups to find ways to pay the costs of developing, printing, and shipping their brochures to USTTA regional offices.

119598

[Protest of National Telecommunications and Information Administration Contract Award]. B-205464. September 27, 1982. 6 pp.

Decision re: Western Engineering and Sales Co.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Western Engineering and Sales Co.; Department of Commerce: National Telecommunications and Information Administration.

Authority: Ethics in Government Act of 1978 (18 U.S.C. 207; 18 U.S.C. 205). 5 C.F.R. 737.1(c)(6). 60 Comp. Gen. 298. 56 Comp. Gen. 712. B-201331.2 (1982). B-186723 (1976). B-204866 (1982). B-203428 (1981).

Abstract: A firm protested the award of a National Telecommunications and Information Administration (NTIA) contract. The protester contested the award on two major grounds. First, the firm contended that the award was tainted because of a conflict of interest resulting from the awardee's status as a former NTIA employee. Second, the protester argued that the lower technical score it received could only be the result of the agency's failure to evaluate proposals on a common basis. GAO stated that, under the reported circumstances, it could not conclude that the agency's award to a former Government employee was improper. However, the question of whether the awardee's actions violated

the Ethics in Government Act is not a matter for consideration by GAO. Such an issue must be resolved by the agency under the regulations issued by the Office of Government Ethics. Also, GAO could find no evidence, other than the protester's contentions and allegations, that the procuring agency acted improperly in evaluating the bidders' technical proposals. Accordingly, the protest was denied.

119859

[Review of DOD Investigation of Leak of Classified Information to The Washington Post]. GGD-83-15; B-209060. October 7, 1982. Released November 8, 1982. 7 pp.

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations: Legislation and National Security Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Information Management: Assessing Agencies' Classification, Declassification, and Protection of National Security Information (4215).

Contact: General Government Division.

Budget Function: National Defense: Defense-Related Activities (054.0).

Organization Concerned: Department of Defense.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee; Rep. Jack Brooks.

Authority: DOD Directive 5210.48.

Abstract: Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) investigation of disclosure of classified information to a newspaper. Specifically, GAO was asked to: (1) give an opinion on DOD compliance with its directives on the use of the polygraph; (2) provide assurance that the ability of the investigators to act in an impartial, professional manner was not compromised by the level at which the investigation began; (3) analyze the efficacy of the investigation in removing security risks from positions of trust; and (4) ascertain whether DOD followed procedures and conducted an investigation to effectively search out wrongdoers and protect the rights of DOD employees. **Findings/Conclusions:** GAO found that: (1) there was no basis for concluding that DOD conducted the subject investigation in a manner inconsistent with the requirements of its directive on the use of the polygraph; (2) there was no reason to believe that the investigation was conducted in other than an impartial and professional manner; and (3) the investigation did not result in the removal of any individuals from positions held at the time of the leak; however, one employee was officially reprimanded for disregarding DOD regulations. Finally, GAO concluded that the investigation was conducted in an effective manner and that there was no indication of noncompliance with procedural safeguards prescribed by DOD directives.

120001

[Protest of Air Force Contract Award]. B-207194.2. November 29, 1982. 5 pp.

Decision re: A. B. Dick Co.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Air Force: Chanute AFB, IL; A. B. Dick Co.; Lanier Business Products, Inc.

Authority: B-192005 (1978). B-203167 (1981). B-203642 (1982). B-204871 (1982).

Abstract: A firm protested the award of a contract for the lease and maintenance of a word processing system. In this procurement, offerers were not required to describe the design of their systems or to state how their equipment would meet the

specifications. Rather, they were required to check each of the minimum and optional features that they could provide. The protester was the lowest priced technically acceptable offerer; however, the award was made to another firm that had a higher technical score, because it provided more technical features per dollar and its total price was fair and reasonable. The protester alleged that the Air Force's technical evaluation was erroneous, because the awardee misrepresented its ability to perform the contract and that it should have received the award. The protester did not clearly demonstrate that the awardee's equipment did not meet the Air Force's minimum requirements. Further, GAO saw no ambiguity in a questioned specification and no indication that the specification was waived. GAO held that the Air Force reasonably determined that the awardee met the specification and found no merit to the protester's argument that an awardee's misrepresentation distorted the evaluation in its favor. Since the solicitation clearly indicated that price ranked third out of three evaluation criteria, award to the lowest priced bidder was not required. Accordingly, the protest was denied.

120040

[Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration]. FPCD-83-23; B-209796. December 3, 1982. 2 pp. plus 1 enclosure (15 pp.). Report to Sen. Lowell P. Weicker, Chairman, Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Sen. Dennis DeConcini; by Clifford I. Gould, Director, GAO Federal Personnel and Compensation Division.

Issue Area: Personnel Management and Compensation: Adequacy of Consideration of Pertinent Factors in Workforce Reductions and Staffing Plans (0336); Communications: Management, Planning, Development, Acquisition and Use of Federal Communications (3710).

Contact: Federal Personnel and Compensation Division.

Budget Function: Multiple Functions: Telecommunications and Radio Frequency Spectrum Use (Civilian-Related) (999.1).

Organization Concerned: Department of Commerce: National Telecommunications and Information Administration.

Congressional Relevance: Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Sen. Dennis DeConcini; Sen. Lowell P. Weicker.

Authority: Public Telecommunications Financing Act of 1978. Communications Act of 1934.

Abstract: Pursuant to a congressional request, GAO inquired into allegations, made by an anonymous individual, of misconduct or misappropriating funds by officials in the National Telecommunications and Information Administration (NTIA) at the Department of Commerce. **Findings/Conclusions:** Although GAO found that most of the specific charges were not valid, instances of unnecessary travel were found. Actions have been taken by the administrator over the past 2 years to reduce travel costs by about 40 percent. Various allegations of personal use of Government owned equipment were not confirmed. Investigations into allegations of unqualified personnel in top level positions uncovered no cases in fact; GAO also found that the number of authorized positions had steadily declined over the last 4 years. Allegations of improprieties in grants administration related to the NTIA Public Telecommunications Facilities Program, which NTIA favors to phase out, and to the Satellite Applications Program, which NTIA has discontinued. GAO found that most funds available for grants under the programs have been awarded to grantees and some funds have been either reprogrammed or not yet expended on grants projects. GAO noted that the guideline was not included in the continuing budget resolution which funded NTIA and, therefore, the agency is not legally bound by it. GAO found that the allegation that funds appropriated specifically for minority programs have not been expended for that

purpose was false and that the NTIA budget did not specifically identify an amount to be spent on minority telecommunications programs.

120222

The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates. GGD-83-1; B-208440. December 27, 1982. 66 pp. plus 5 appendices (50 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Adequate Representation of the Volume and Direction of Current Economic Activity by National Income and Product Accounts (4209); Economic Analysis of Alternative Program Approaches: Current Macroeconomic Events, Problems, and Policies of Interest to the Congress (4031).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Department of Commerce; Office of Management and Budget; Department of Commerce: Bureau of Economic Analysis.

Congressional Relevance: House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Senate Committee on Governmental Affairs; Congress.

Authority: Trade Act of 1974 (P.L. 93-618). Energy Policy and Conservation Act (P.L. 94-163).

Abstract: GAO analyzed the revisions made to the gross national product (GNP) estimates over the past 13 years, presented assessments of their reliability, examined management mechanisms to determine whether improvements are needed, and evaluated what entities should manage the changes. **Findings/Conclusions:** GAO noted that the GNP estimates provide an overview of current economic output to predict future economic activity, assess the effect of Federal policies on the economy, and identify needed economic changes. While analyses of revisions to the GNP over the past 30 years showed an overall commendable record, GAO found that: (1) the GNP components which caused most of the revisions to the estimates continue to present problems; (2) the components have been affected by recent budget cuts; and (3) current data are not available for estimating some GNP components. Further, GAO found that the size of the revisions, although small, was larger during periods of economic instability, which was troublesome to users and caused policymakers to question the reliability of the estimates. In 1977, an Office of Management and Budget (OMB) advisory committee made 155 recommendations to 24 Federal agencies to improve the GNP data base; however, fewer than one-third of these recommendations have been implemented. GAO learned that data collection agencies generally implemented only those recommendations that could be accomplished at low cost to benefit their own mission or were easily done, while the most needed recommendations have not been implemented. **Recommendation To Agencies:** The Secretary of Commerce should determine the feasibility of developing guidelines of acceptability for the GNP estimates and its components. The Director, OMB, should determine the feasibility of developing guidelines of acceptability for the GNP estimates and its components. The Secretary of Commerce should direct the Bureau of Economic Analysis (BEA) to conduct and publish periodic analyses of the GNP account estimates, including an analysis of the revisions similar to the one performed by GAO, to determine the need for improvements and to evaluate the success of improvements already made. The Secretary of Commerce should direct BEA to take the lead in the prioritization and

justification of any requests for funds to implement the recommendations of the Advisory Committee on GNP Data Improvement or other needed improvements. The Director, OMB, should direct BEA to take the lead in the prioritization and justification of any requests for funds to implement the recommendations of the Advisory Committee on GNP Data Improvement or other needed improvements. The Secretary of Commerce should then direct BEA in determining the need for data improvements to GNP to: (1) give priority attention to determining the practicality of implementing the advisory committee's recommendations directed at those GNP components identified by GAO as having relatively large revisions or insufficient data to consider in preparing quarterly estimates; (2) weigh the relative importance of those improvements to the GNP data base against the need to restore reductions in source data that might affect the reliability of GNP estimates; and (3) consider the practicality along with the results of future analyses of the GNP account to determine the need for other improvements. The Director, OMB, should use BEA prioritization and justification of GNP improvements in reviewing agencies' budget submissions which provide the data used in estimating GNP. If necessary, the Secretary of Commerce should have BEA budget for GNP improvements needed on a reimbursable basis that would primarily benefit GNP. If necessary, the Director, OMB, should have BEA budget for GNP improvements needed on a reimbursable basis that would primarily benefit GNP.

120248

Attrition of Scientists at Three Regulatory Agencies. PAD-83-16; B-209389. December 27, 1982. 4 pp. plus 3 appendices (12 pp.).

Report to Rep. Albert Gore, Jr., Chairman, House Committee on Science and Technology: Investigations and Oversight Subcommittee; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Science and Technology: Non-Line-of-Effort Assignments (2051); Personnel Management and Compensation: Adequacy of Consideration of Pertinent Factors in Workforce Reductions and Staffing Plans (0336).

Contact: Program Analysis Division.

Budget Function: General Government: Executive Direction and Management (802.0).

Organization Concerned: Department of Health and Human Services; Environmental Protection Agency; Consumer Product Safety Commission; Food and Drug Administration.

Congressional Relevance: House Committee on Science and Technology: Investigations and Oversight Subcommittee; Rep. Albert Gore, Jr.

Abstract: In response to a congressional request, GAO described: (1) the net changes that occurred in the employment of scientific personnel in the Environmental Protection Agency (EPA), the Food and Drug Administration (FDA), and the Consumer Product Safety Commission (CPSC) during calendar year 1981, and compared these changes with those that occurred in the previous 2 years; (2) the extent to which reductions-in-force (RIF's) and hiring freezes played a role during the periods; and (3) how personnel changes have affected the occupational and functional composition of scientific employees at each agency. **Findings/Conclusions:** GAO found that, from October 1979 to December 1980, EPA and FDA experienced a general expansion among scientists and engineers, and this was followed by a period of declining employment during calendar year 1981 which produced little net change in the number of scientific personnel during these periods. On the other hand, CPSC experienced losses of scientific personnel during the first period which continued to accelerate during the second period. RIF's played a negligible role in these changes, and most of the decline at the three agencies

could be traced to nonreplacement of departing scientists during calendar year 1981. The GAO analysis showed that only one group of scientists, general engineers at EPA, appeared to have been noticeably depleted, which may have been due to reclassification rather than personnel turnover. During calendar year 1981, nearly all groups at both agencies sustained personnel losses. Attrition at EPA was approximately equivalent for scientists and nonscientists, while nonscientists at FDA suffered greater attrition. Nearly all groups in CPSC sustained losses in both periods, resulting in an overall decline of 87 percent in the number of scientific personnel engaged in regulatory licensing and enforcement.

120266

Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982. AFMD-83-4; B-114865. January 3, 1983. 1 p. plus 5 enclosures (6 pp.).

Report to Edmund L. Henshaw, Jr., House of Representatives: Clerk of the House; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: Accounting and Financial Management Division.

Budget Function: General Government: Legislative Functions (801.0).

Organization Concerned: House of Representatives: Clerk of the House; House of Representatives: Office Equipment Service.

Congressional Relevance: Congress.

Abstract: GAO reviewed the activities of the House of Representative's Office Equipment Service (Service) for the year ended June 30, 1982. **Findings/Conclusions:** GAO's examination of selected operating cost and equipment purchase, lease, and disposal transactions showed them to be properly documented and recorded. The Service's records adequately account for the equipment and provide satisfactory control over the monthly charges for the use of equipment.

120270

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83. PAD-83-9; B-202447. January 3, 1983. 7 pp. plus 3 appendices (33 pp.).

Report to Rep. James R. Jones, Chairman, House Committee on the Budget; by Charles A. Bowsher, Comptroller General. Refer to PAD-82-34, April 20, 1982, Accession Number 118336.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: General Government (800.0).

Organization Concerned: Government-Wide.

Congressional Relevance: House Committee on the Budget; Rep. James R. Jones.

Authority: Paperwork Reduction Act of 1980. Debt Collection Act of 1982 (P.L. 97-365). Davis-Bacon Act (Wage Rates). Department of Defense Authorization Act, 1983 (P.L. 97-252). Omnibus Budget Reconciliation Act of 1982 (P.L. 97-253). Tax Equity and Fiscal Responsibility Act of 1982 (P.L. 97-248). Executive Order 12065. Executive Order 12356.

Abstract: GAO provided an update to a previous report in response to a request for continuing status reports on efforts to achieve budgetary savings. **Findings/Conclusions:** With regard to fiscal year (FY) 1982 savings, GAO covered actions on the following administrative practices: (1) delinquent accounts and loans receivable; (2) unpaid taxes; (3) unresolved audit findings; (4) paperwork reduction; (5) defense logistical economies; (6)

defense multiyear contracting; (7) full cost recovery of foreign military sales; (8) workforce cost controls; (9) general procurement and property management; and (10) replacement of obsolete computers. GAO found that the administration took the position that the amounts for attainable savings had already been included in the budget for many of these items and that saving for the others were not attainable in FY 1982. The FY 1983 budget included savings proposals that the administration projects will accrue as a result of the following management initiatives: (1) prevention of fraud, waste and abuse; (2) debt collection; (3) Federal employment reduction; (4) Federal property disposition; (5) accelerated outer continental shelf leasing; (6) Federal pay restraint; (7) improved asset sale management; (8) revised Federal Housing Administration mortgage insurance payments; and (9) improved tax collection and enforcement. The initiatives for prevention of fraud, waste, and abuse; debt collection; and improved tax collection are a continuation and expansion of efforts initiated in FY 1982. The other initiatives are new saving proposals.

120281

Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted. GGD-83-24; B-206332. January 6, 1983. 143 pp. plus 15 appendices (46 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Better Use of Information Technology To Achieve Agency Goals (4222).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0); Procurement - Other Than Defense (990.4); Allowances: Federal Employment Reduction (923.0).

Organization Concerned: United States Postal Service.

Congressional Relevance: *House* Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; *House* Committee on Post Office and Civil Service: Postal Operations and Services Subcommittee; *Senate* Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; *Senate* Committee on Governmental Affairs: Civil Service, Post Office and General Services Subcommittee; Congress.

Authority: Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35). Postal Reorganization Act.

Abstract: In response to a congressional request, GAO assessed the automatic mail processing equipment which the U.S. Postal Service is buying and the nine-digit ZIP Code system (ZIP Plus-4) which the Postal Service plans to implement. GAO reviewed the accuracy of the Postal Service's financial projections, the likelihood that the new equipment will perform as intended, and the potential impact of ZIP Plus-4 mailers. **Findings/Conclusions:** Because the cost effectiveness of ZIP Plus-4 would hinge heavily on voluntary participation by business mailers and such participation is not certain, GAO could not without qualification advise the Postal Service to move forward with ZIP Plus-4. However, GAO believes that the incremental gain in moving to ZIP Plus-4 will be so great that the move would be more than justified. Household use of ZIP Plus-4 would help reduce mail processing costs but would not be critical to the cost effectiveness of ZIP Plus-4. However, GAO endorsed the acquisition of the new equipment and its use to automate the processing of five-digit ZIP Code mail, provided that it will perform adequately. Even if the equipment performs adequately, there will still be risks associated with its use. Performance assumptions which the Postal Service used in its economic analysis to justify the automation program were based on assumed future improvements. Furthermore, testing and evaluation procedures used during the analysis were not adequate to measure the performance of the equipment

or determine the need for design changes, and the Postal Service may have initial problems maintaining its new equipment. However, given the Postal Service's labor intensive operations and the opportunity that automation offers to reduce labor costs, GAO considered these risks acceptable. **Recommendation To Agencies:** The Postal Service should implement a test program to develop adequate data for improving optical character reader (OCR) readability guidelines. The Postal Service should develop clear and precise procedures and techniques to apply OCR readability guidelines to determine that mail is eligible for a reduced postage rate. The Postal Service should obtain data on mailer reactions to the Postal Service's requests that they voluntarily improve the OCR readability of their mail, and determine whether additional management actions are needed to encourage cooperation. The Postal Service should conduct an 8-week test on the first unit or units built by each contractor. The Postal Service should thoroughly evaluate the criteria to be used for retesting the machines which fail the initial acceptance tests. The Postal Service should, for future OCR and other equipment procurements, conduct a comprehensive first article test of a representative machine, where the production machine is significantly different from: (1) machines currently in use; or (2) machines which were tested in a release-loan program. These first article tests should be conducted under expected environmental conditions and cover all operating parameters, to include processing of nine-digit mail. The Postal Service should, for future OCR and other equipment procurements, perform a thorough engineering analysis of any changes proposed to the design of the machine after the initial first article test, and retest a first article if these changes are deemed significant. The Postal Service should, if ZIP Plus-4 is implemented, provide local delivery unit employees the necessary indoctrination to understand the Zip Plus-4 program and the training to assist in keeping the National Zip Plus-4 Directory updated. The Postal Service should, if ZIP Plus-4 is implemented, broaden the eligibility criteria for the manual-list conversion service in order to aid more mailers. The Postal Service should, if the ZIP Plus-4 program is implemented, provide uniform guidelines for local postmasters to follow in honoring customers' requests for ZIP Plus-4 codes in order to provide consistent treatment of customers' requests. The Postal Service should, if ZIP Plus-4 is implemented, modify the Postal Service's information system to track delivery times of five-digit ZIP Code mail when the switch to full manual sortation of such mail occurs, and make the resulting information a matter of postal management review to ensure that delivery times for five-digit ZIP Code mail do not fall below current levels. The Postal Service should, if ZIP Plus-4 is implemented, provide businesses and householders, if they are to be included, with more and clearer information about the ZIP Plus-4 program such as its benefits, prerequisites for participation, expected impact on delivery times, and effects on other programs.

120288

IRS Administration of Penalties Imposed on Tax Return Preparers. GGD-83-6; B-203494. January 6, 1983. 42 pp. plus 2 appendices (8 pp.).

Report to Sen. Robert J. Dole, Chairman, Joint Committee on Taxation; Rep. Daniel Rostenkowski, Vice Chairman, Joint Committee on Taxation; by Charles A. Bowsher, Comptroller General.

Issue Area: Tax Administration: Efficiency and Effectiveness of IRS in Assisting Taxpayers to Understand and Meet Their Federal Tax Requirements (2717).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Department of the Treasury; Internal Revenue Service.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Ways and Means; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Finance; Joint Committee on Taxation; Rep. Daniel Rostenkowski; Sen. Robert J. Dole. **Authority:** Tax Reform Act of 1976 (P.L. 94-455). Rev. Proc. 80-40. Rev. Rul. 80-28. Rev. Rul. 80-262. Rev. Rul. 80-266. **Abstract:** In response to a congressional request, GAO reported on the Internal Revenue Service's (IRS) administration of the tax return preparer penalties authorized by the 1976 Tax Reform Act. **Findings/Conclusions:** For a variety of reasons, IRS administration of conduct-related penalties has been uneven, and administration of the penalty for willful misconduct^v also has been hampered by inadequate guidelines. The lack of specific guidelines, together with minimal documentation in case files, has limited IRS ability to assess the effectiveness of its efforts to detect and deter preparers who willfully understate their clients' tax liabilities. Through program action cases IRS has sought to assess multiple penalties against preparers who have committed multiple violations, but budget constraints have limited the effectiveness of this program. Better management information is needed, because IRS has not sought to specifically identify the size of the problem preparer group, nor has it collected the data needed to determine the effectiveness of its administration of the penalty provisions. In particular, IRS lacks data on the extent to which penalties have been assessed against the same preparers over the course of several years. **Recommendation To Agencies:** The Commissioner of Internal Revenue should identify and implement the least costly means of collecting needed management information on the preparer population and on preparer penalties, and ensure that the data collected include information on preparers who commit multiple violations over the course of several years. The Commissioner of Internal Revenue should reassess certain IRS compliance approaches and take corrective actions as appropriate. In this regard, he should specifically: (1) determine whether a sizeable group of preparers exists who are not identifying themselves on returns they prepare and have not been detected by the IRS current compliance program; and (2) reevaluate the IRS current nationwide approach to detecting paid preparers who negotiate taxpayers' refund checks. The Commissioner of Internal Revenue should publish guidelines better defining the circumstances under which the willful misconduct penalty ought to be asserted. The Commissioner of Internal Revenue should identify additional means to better ensure that examiners take tax law complexity into account when making penalty assertion decisions. The Commissioner of Internal Revenue should specify that all penalty case files contain information on the type of penalty assessed, the basis for the penalty action, the dollar amounts involved, especially in terms of understated tax liabilities, and the results of supervisory and quality control reviews.

120290

Management of the Federal Emergency Management Agency. GGD-83-9; B-205659. January 6, 1983. 74 pp. plus 4 appendices (31 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Refer to GGD-82-24, December 7, 1981, Accession Number 117045; and AFMD-82-87, June 17, 1982, Accession Number 118713.

Contact: General Government Division.

Budget Function: National Defense: Defense-Related Activities (054.0); Community and Regional Development: Disaster Relief and Insurance (453.0); General Government: Executive Direction and Management (802.0).

ADP Bibliography

Organization Concerned: Federal Emergency Management Agency.

Congressional Relevance: House Committee on Appropriations: HUD-Independent Agencies Subcommittee; House Committee on Science and Technology; House Committee on Public Works and Transportation; House Committee on Banking, Finance and Urban Affairs; House Committee on Armed Services; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Environment and Public Works; Senate Committee on Commerce, Science and Transportation; Senate Committee on Banking, Housing and Urban Affairs; Senate Committee on Armed Services; Congress; Sen. John G. Tower.

Authority: Reorganization Act of 1977. Civil Service Reform Act of 1978 (P.L. 95-454). Paperwork Reduction Act of 1980 (P.L. 96-511). Executive Order 12148. Reorg. Plan No. 3 of 1978. OMB Bull. 81-21. OMB Circular A-123. OMB Circular A-64. OMB Circular A-11. OMB Circular A-34.

Abstract: Pursuant to a congressional recommendation, GAO reviewed activities at the Federal Emergency Management Agency (FEMA) to assess its management systems and administrative support functions. The resulting report summarizes FEMA development since its creation in 1979 and notes the agency's efforts to identify and respond to organizational and management problems. **Findings/Conclusions:** GAO found that FEMA management problems have resulted from startup activities associated with the reorganization and integration of five predecessor agencies into the newly created agency, which now serves as a single contact for Federal emergency management activities. GAO determined that the most obvious problem is a lack of FEMA identity. Specifically, GAO stated that FEMA needs: (1) an agencywide management system; (2) a clear statement of its mission; (3) clearly defined goals and objectives; (4) long- and short-range planning; (5) information systems to compare planned and actual performance; and (6) internal assessments of program performance related to goals and objectives. GAO stated that these problems resulted in little accountability within FEMA. With respect to administrative support functions, GAO found that deficiencies compounded FEMA organization and management problems. GAO stated that, while improvements have been made in management and administrative support functions during the last 3 years, more needs to be done. **Recommendation To Agencies:** The Director, FEMA, should establish formal periodic reviews of the agencywide mission and goals statement, which should be an element of the FEMA-wide planning process and could take the form of top management team building sessions similar to those that initially defined FEMA mission and goals. The Director, FEMA, should evaluate the initial agencywide program and support activities' goals and objectives definitions to determine whether they are realistic, achievable, and to the extent possible, measurable. The Director, FEMA, should evaluate the agency outputs that correspond to program and support activity goals and objectives to determine whether they provide adequate and appropriate performance indicators. The Director, FEMA, should require a consistent planning process for internal directorate activities that would enhance the coordination and oversight of program activities that cross organizational lines. The Director, FEMA, should develop performance reporting systems to communicate progress toward program goals at the top, directorate, and regional management levels. The Director, FEMA, should establish a capability for conducting program evaluations throughout the agency. The Director, FEMA, should use program evaluation results, once available, in establishing future goals, objectives, and outputs. The Director, FEMA, should establish a plan that adequately reflects the activities and resources needed to achieve the 1983 goal of a fully approved and functioning accounting system. The Director, FEMA, should establish sufficient linkage between the planning,

budgeting, and evaluation process to make each one an integral part of the overall management system. The Director, FEMA, should strengthen the central budget office's ability to adequately support top management during budget preparation and execution. The Director, FEMA, should improve the executive development program by implementing the recommendations made by the Office of Program Analysis and Evaluation. The Director, FEMA, should develop and implement affirmative action plan goals as soon as the necessary information is available. The Director, FEMA, should complete the review and update of all inaccurate position descriptions. The Director, FEMA, should establish a capability in the Office of Personnel to assess whether performance plans are reasonable; relate to organizational goals, objectives, and tasks; and are measurable to the extent practicable. The Director, FEMA, should direct the Requisition Review Board to analyze yearend procurements for fiscal year 1982 and determine whether there is improvement over prior years. The Director, FEMA, should develop a procurement reporting process that integrates with the accounting and budgeting systems and compares the actual and planned status of procurement actions. The Director, FEMA, should assign organizational responsibility within FEMA for improving or developing management information systems. The Director, FEMA, should establish one or more management information systems to systematically provide top management with information for planning, implementing, and evaluating FEMA activities.

120310

[Protest of Proposal Evaluation]. B-208359. January 10, 1983. 3 pp.

Decision re: Philips Information Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Philips Information Systems, Inc.; Raytheon Data Systems; Federal Emergency Management Agency.

Authority: 55 Comp. Gen. 1362.

Abstract: A firm protested the issuance of a purchase order by the Federal Emergency Management Agency (FEMA) under a General Services Administration (GSA) schedule contract to renew leases for word processing equipment. The protester submitted a proposal in response to a notice in the Commerce Business Daily (CBD) which stated that FEMA intended to renew the lease, although the CBD notice was not a request for proposals. FEMA determined that the protester's proposal did not meet the Government's needs and that the scheduled contract provided lower overall cost. The protester contended that the evaluation of its proposal was improper in several respects. Specifically, it complained of: (1) the brief period in which the proposal evaluation was conducted; (2) the evaluator's lack of expertise about word processing equipment; and (3) the evaluation report's lack of specificity. GAO held that the proposal was properly not considered since the equipment offered did not meet the agency's minimum needs. Accordingly, the protest was denied.

120320

Issues Concerning the Department of Defense's Global Positioning System as It Enters Production. MASAD-83-9. January 26, 1983. 16 pp. plus 5 appendices (6 pp.).

Staff Study by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Communications: Expenditures for Defense C3 Systems Development, Acquisition, and Use (3708); Procurement of Major Systems: Resistance by DOD and Its Components of Multiyear Contracting Authorization for Weapons Systems Where Advantageous to the Government (3017).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Navy; Department of the Army.

Congressional Relevance: Senate Committee on Appropriations: Defense Subcommittee.

Authority: P.L. 97-86. OMB Circular A-94.

Abstract: In response to a congressional request, GAO conducted a study of the Department of Defense's (DOD) Global Positioning System (GPS), a space-based radio navigation system being developed by the Air Force. GAO examined the reasonableness of the multiyear procurement strategy proposed for the space segment of the system, determined the status of the system's design and likely operational capabilities, and inquired about the user segment of the program and plans to phase out certain existing navigation systems. **Findings/Conclusions:** A study of the multiyear procurement strategy for GPS disclosed that estimated procurement costs were uncertain and the associated savings, relative to the annual procurement strategy, were overstated. The current cost estimate for the spacecraft is based on budgetary estimates rather than on firm contractor price proposals. GAO stated that there are indications that the prime contractor will propose a higher cost than estimated. In addition, the savings which DOD projected are likely to be less than reported because planned outlays were not discounted using the present value analysis method. As the space segment of GPS enters production, technical and programmatic risks remain that could affect the stability of spacecraft design and the achievement of final operational capability by the target date. System design changes are being considered that could add considerable cost to the program if fully implemented. It is also questionable whether a sufficient number of satellites will be on-orbit by that time. DOD expects that a large portion of GPS costs will be offset by phasing out certain existing navigation systems and by charging fees to non-DOD users. The planned phase-out of existing systems is optimistic and whether an estimated annual cost avoidance of \$153.5 million will result from it is questionable. GAO has found that the number of user sets which would be installed by the target date is less than one-third the number estimated by the Air Force. Further, GAO found that the potential revenue from non-DOD users of GPS is uncertain.

120336

[Protest of OPM Solicitation]. B-210179. January 12, 1983. 2 pp.

Decision re: Dialcom, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Dialcom, Inc.; Office of Personnel Management.

Authority: 4 C.F.R. 21.2(b)(1).

Abstract: A firm protested a solicitation issued by the Office of Personnel Management for teleprocessing services. The protester asserted that: (1) the solicitation evaluation criteria did not adequately explain how the cost components would be evaluated; (2) the benchmark test called for substantial manual input by machine operators, which did not measure the true system costs; (3) the solicitation evaluation formula assigned 60 points to technical criteria and 40 points to cost criteria, which was inappropriate since all terms and conditions had already been negotiated with the General Services Administration; and (4) the technical evaluation criteria included response time rather than equipment speed. Bid protest procedures state that a protest alleging apparent improprieties in a solicitation must be filed prior to the closing date for receipt of initial proposals. The protest was filed

more than 2 months after the closing date and was therefore untimely. Accordingly, the protest was dismissed.

120350

Selected GSA Real Property Operations Contain Internal Control Weaknesses. AFMD-83-35; B-209054. January 14, 1983. 50 pp. plus 8 appendices (32 pp.).

Report to Sen. William V. Roth, Jr., Chairman, Senate Committee on Governmental Affairs: Permanent Subcommittee on Investigations; by Charles A. Bowsher, Comptroller General.

Issue Area: Internal Auditing Systems: Management Control Systems in Federal Agencies for the Prevention of Fraud and Abuse (0206).

Contact: Accounting and Financial Management Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: General Services Administration; General Services Administration: Office of the Inspector General.

Congressional Relevance: House Committee on Appropriations: Public Works Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Governmental Affairs: Permanent Subcommittee on Investigations; Sen. William V. Roth, Jr.

Authority: Public Building Amendments of 1972 (P.L. 92-313). Budget and Accounting Act. Federal Managers' Financial Integrity Act of 1982 (P.L. 97-255). F.P.R. 1-3.809. F.P.R. 1-3.603.1. OMB Circular A-123. Fed. Property Management Reg. 101-26.401. 31 U.S.C. 1301.

Abstract: Pursuant to a congressional request, GAO reviewed selected real property operations of the General Services Administration (GSA). **Findings/Conclusions:** GAO found that GSA lacked adequate control over its leasing program for Federal office space, a nonrecurring reimbursable work program, and investment in operating equipment used to support real property operations. As a result of these and numerous other control weaknesses identified by GAO, the Government could not be ensured that its assets were safeguarded or that its funds were being expended efficiently and effectively. About \$4 million in actual and \$12 million in potential overpayments, overcharges, waste, and improper accounting for funds were identified. Since completion of the review, GSA has advised GAO that it has taken or initiated a number of actions to strengthen its internal controls, including: issuing a new lease acquisition handbook; establishing a contract clearance function in each region; issuing a task force report on reimbursable work; revising its billing policy for reimbursable work so that tenant agency bills will be based on actual rather than estimated costs; and other measures. **Recommendation To Agencies:** The Administrator of General Services should emphasize to managers at all levels the importance of complying with existing lease acquisitions procedures and provide oversight to ensure adherence. The Administrator of General Services should require the Office of Acquisition Policy's contract clearance directorate to refer to the Deputy Administrator of General Services the names of those who do not comply with clearance officials' mandatory preaward requirements for appropriate administrative action and those proposed lease actions on which the contracting office and the Office of Acquisition Policy disagree for final review and decision. The Administrator of General Services should enforce the provisions of the Penalty Guide when contracting officers and realty specialists willfully or negligently disregard lease acquisition procedures and contract clearance requirements. The Administrator of General Services should direct contracting officers to correct problems identified during contract clearance and clearance officials

to follow up and make sure that the regions take the recommended corrective actions. The Administrator of General Services should require and enforce existing requirements for field officials to properly allocate charges for labor and materials for reimbursable jobs so that the data entered into the financial management system are accurate. The Administrator of General Services should require or enforce existing requirements for field offices to keep all source documents related to reimbursable work, such as cost estimates, reimbursable work authorizations, job order control sheets, daily timesheets, inspection reports, vendor invoices, contractual documents, and National Electronic Accounting and Reporting System transmittal forms, to provide an adequate audit trail for completed and terminated jobs. The Administrator of General Services should require or enforce existing requirements for shop personnel to promptly forward copies of the job order control sheets for completed jobs to the building manager's office so the jobs can be closed. The Administrator of General Services should require or enforce existing requirements for the automated reporting system to identify any completed job that has had no actual charges against it for 3 months so that excess funds do not remain available for charging. The Administrator of General Services should require or enforce existing requirements for field offices to keep an inventory of materials and supplies, such as copper wire, sheetrock, paint, and other items that have personal or commercial use, so that building managers and others can readily determine whether such items are being properly used. The Administrator of General Services should require or enforce existing requirements for cost estimates prepared by GSA field offices to be fully justified and backed by supporting documentation. The Administrator of General Services should require or enforce existing requirements for duties to be segregated so that: (1) the person preparing the cost estimate is not the one who is responsible for doing the work and for inspecting the completed job; and (2) the person obtaining bids is not the one placing orders or picking up materials. The Administrator of General Services should require or enforce existing requirements for: (1) customer approval on all work within a specified time after completion and before final payment is made; and (2) strict adherence to the existing \$500 limit on purchasing via certified invoice, so that purchases are not split to circumvent this requirement. The Inspector General of GSA should, using multidisciplinary staffs of auditors and technical personnel, make comprehensive reviews of field offices' reimbursable work, both the paperwork and the actual work done, to determine whether records are reliable and the reimbursable program is auditable. With respect to operating equipment managed by the Public Buildings Service, the Administrator of General Services should require or enforce existing requirements for a wall-to-wall inventory of equipment at all field and regional offices. With respect to operating equipment managed by Public Buildings Service, the Administrator of General Services should require or enforce existing requirements for reconciliation of property records, Equipment Depreciation and Inventory Control System, and the general ledger. With respect to operating equipment managed by Public Buildings Service, the Administrator of General Services should require or enforce existing requirements for proper segregation of the duties of inventory, property control, purchasing, and receiving. With respect to operating equipment managed by Public Buildings Service, the Administrator of General Services should require or enforce existing requirements for defining and listing sensitive items that fall under the capitalization threshold to ensure accountability for equipment with a high personal use value. With respect to operating equipment managed by Public Buildings Service, the Administrator of General Services should require or enforce existing requirements for attendance at GSA property management training programs of those responsible for Government property. With respect to operating equipment managed by the Public Buildings Service, the Administrator of General Services should require or enforce

existing requirements for consolidation and updating of the various manuals by those responsible for property management so that one comprehensive publication is available for use GSA-wide. With respect to operating equipment managed by Public Buildings Service, the Administrator of General Services should require or enforce existing requirements for guaranteeing that information put into the property management system for operating equipment (Equipment Depreciation and Inventory Control System) is accurate and properly describes the individual items of equipment. With respect to operating equipment managed by the Public Buildings Service, the Administrator of General Services should require or enforce existing requirements for participation by staff of the Director of Finance in inventory taking, on a sample basis, to ensure the integrity of the physical counts. The GSA Inspector General staff should review operating equipment to ensure that sound controls over this equipment are implemented.

120376

[Protest of Cancellation of IFB Issued by USDA]. B-208193. January 18, 1983. 3 pp.

Decision re: Pacific Scientific Co., Gardner: Neotec Division; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Pacific Scientific Co., Gardner: Neotec Division; Department of Agriculture.

Authority: 60 Comp. Gen. 172. 56 Comp. Gen. 364. F.P.R. 1-2.404(b)(5). B-195028 (1980). B-205259 (1981). B-187154 (1979). B-192301 (1978).

Abstract: A firm protested the cancellation of an invitation for bids issued by the Department of Agriculture (USDA) for a computer system. The agency received two bids, but during its evaluation it was discovered that the solicitation had failed to specify the appropriate capacity for the system being procured. Technical personnel indicated that a 16-bit capacity was required for the system to be compatible for interactive cooperative research among various USDA facilities. The protester was offering a system with 8-bit capacity; the other bidder had offered a 16-bit capacity system, but its bid was rejected because it had limited its liability to the Government in the event of delivery delay. GAO stated that it has long recognized that contracting officials have broad discretion to determine whether a solicitation should be canceled and a contract reprocured. Based on the record in this case, GAO concluded that the contracting officer acted reasonably and that there was adequate reason for cancellation. Accordingly, the protest was denied.

120413

RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed. ID-83-9; B-209935. January 25, 1983. 34 pp. plus 6 appendices (18 pp.).

Report to James L. George, Acting Director, United States Arms Control and Disarmament Agency; by Frank C. Conahan, Director, GAO International Division.

Issue Area: International Affairs: Enhancement of U.S. International Security Through Nuclear Nonproliferation Efforts and Other Arms Control Measures (0638).

Contact: International Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0); International Affairs: Foreign Economic and Financial Assistance (151.0).

Organization Concerned: United States Arms Control and Disar-

mament Agency; Department of Energy; Department of State; Nuclear Regulatory Commission; International Atomic Energy Agency.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Foreign Affairs; Senate Committee on Budget; Senate Committee on Foreign Relations.

Authority: Arms Control and Disarmament Act.

Abstract: GAO reported on the Arms Control and Disarmament Agency's (ACDA) Remote Continual Verification (RECOVER) system which is being developed to help the International Atomic Energy Agency (IAEA) better use its inspectors. The RECOVER system would remotely monitor the operational status of surveillance cameras and containment devices. **Findings/Conclusions:** GAO stated that the potential benefits of RECOVER for international safeguards are still uncertain. Although it is intended to improve IAEA efficiency and effectiveness, how and to what degree these goals would be achieved has not been determined. An initial report indicated that RECOVER would be potentially cost effective at only a small percentage of installations. IAEA believes that RECOVER may enhance the credibility of safeguards but that it will not reduce routine inspections. At present, the involved parties do not have the basic information necessary to make an informed decision on RECOVER benefits. In addition, potential legal and political obstacles to its routine use remain unexamined. The RECOVER project is having difficulty making the transition from research and development to implementation. The program has fallen 2 to 3 years behind schedule, and milestones for the integration of RECOVER into international nuclear safeguards procedures have been missed. The delays are partially due to the ACDA lack of resources, including a shortage of technical staff. There is general agreement that no insurmountable technical barriers block the use of RECOVER, but significant additional technical development is necessary before RECOVER could be used routinely for international safeguards. Uncertainties also continue concerning the likely cost of implementing the system because the eventual size of such a system is unknown and existing cost estimates for components are outdated and incomplete. **Recommendation To Agencies:** The Director, ACDA, should request IAEA to specify criteria for IAEA eventual acceptance of an operational RECOVER system. The Director, ACDA, should assess the RECOVER program, taking into account the following factors: (1) IAEA criteria; (2) results of any ongoing or completed facility studies and field tests; (3) the nature and importance of the RECOVER unquantifiable benefits at various facility types; (4) RECOVER cost-effectiveness as described by the revised Brookhaven study; (5) the number and significance of facilities at which RECOVER could provide quantifiable and unquantifiable benefits; (6) the suitability of RECOVER for worldwide, regional, and local applications; and (7) legal and political issues bearing on the international acceptance of RECOVER for routine safeguards use. The Director, ACDA, should present the results of the assessment to IAEA and request its decision regarding acceptance of RECOVER for routine safeguards use. If IAEA, following its review of the ACDA assessment, does not commit itself to eventually accepting the RECOVER system that fulfills its criteria, the Director, ACDA, should terminate all further development of RECOVER for IAEA and examine the feasibility of alternative uses for it. The Director, ACDA, should request assistance from the Departments of State and Energy and the Nuclear Regulatory Commission to determine: (1) the RECOVER priority among all U.S. safeguards equipment development efforts; and (2) the appropriate division of responsibilities among U.S. Government agencies for expeditiously completing RECOVER tests and studies. The Director, ACDA, should develop more reliable and up-to-date cost estimates for RECOVER components and use these esti-

mates to make cost projections for an operational RECOVER system.

120421

[Request for Reconsideration]. B-205279.2. January 25, 1983. 4 pp.

Decision re: System Sciences Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: System Sciences Inc.; Department of the Air Force.

Authority: B-205279 (1982). B-203235.5 (1982). B-202842.2 (1981). B-199755.2 (1981).

Abstract: A firm requested reconsideration of a decision regarding the Air Force's rejection of an offer for a computerized information system. The requester alleged that its basis of protest was misstated in the original decision, and that GAO committed errors of fact and law which led to an improper decision. The requester also stated that the Air Force refused to discuss certain solicitation requirements. GAO held that the alleged factual errors would not change the conclusion of the earlier decision and that all legal arguments stated in the request had already been considered. GAO noted that the requester led the Air Force to believe that it would provide the desirable equipment set forth in the solicitation. However, in its best and final offer, the requester announced that it had substituted a similar product for the equipment. The Air Force declined to reopen discussions. GAO held that, under the circumstances, the Air Force was under no obligation to reopen discussions, and the meaningfulness of earlier discussions was not affected by its failure to do so. Accordingly, the prior decision was affirmed.

120438

Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System. AFMD-83-43; B-210511. January 27, 1983. 4 pp. plus 4 appendices (24 pp.).

Report to James G. Watt, Secretary, Department of the Interior; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Conformity With Comptroller General's Principles, Standards, and Related Requirements (2801).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Review and Approval of Accounting Systems (998.2).

Organization Concerned: Department of the Interior; Department of the Interior: Minerals Management Service.

Abstract: GAO reviewed the Department of the Interior's effort to design and develop a new royalty accounting system. The Minerals Management Service (MMS) is responsible for designing, developing, and implementing the royalty accounting system. **Findings/Conclusions:** GAO found that Interior is attempting to correct longstanding financial management problems and has emphasized the need for an effective royalty management program. Although GAO is encouraged by Interior's ongoing efforts, GAO is concerned that certain problems will not be resolved before the implementation date. However, if aggressively pursued, actions underway or planned will to a great extent resolve many of the problems. In the past, limited staff and the constant push to meet deadlines have prevented MMS from undertaking many actions which it recognized were needed. While none of these concerns would cause the system to fail, GAO believes that they are serious enough to recommend that Interior delay implementation of the auditing and financial system until the problems GAO identified and any others arising from the acceptance test have been resolved.

120455

[The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements]. MASAD-83-13; B-210019. January 28, 1983. 4 pp.

Report to Andrew L. Lewis, Jr., Secretary, Department of Transportation; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Procurement of Major Systems: Steps To Achieve the Proper Balance Between Development and Acquisition Costs, Design According to Cost Constraints, and Ownership Costs (3012); Communications: Expenditures for Defense C3 Systems Development, Acquisition, and Use (3708).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: Transportation: Water Transportation (403.0).

Organization Concerned: Department of Transportation; United States Coast Guard; Department of the Navy; Department of Defense.

Congressional Relevance: House Committee on Appropriations: Transportation Subcommittee; House Committee on Merchant Marine and Fisheries: Coast Guard and Navigation Subcommittee; Senate Committee on Appropriations: Transportation Subcommittee.

Authority: OMB Circular A-109.

Abstract: GAO examined the planning and management for the \$163.4 million computer-based Command, Display, and Control (COMDAC) system being installed on 13 new Coast Guard cutters for the automation of many ship control functions. **Findings/Conclusions:** The first COMDAC-equipped cutter was delivered in January 1983; yet the Coast Guard is uncertain when or if it will receive Navy weapon systems to help fulfill the Coast Guard's wartime mission. Due to Navy budgetary constraints, the delivery of weapons for use on board the cutters has been limited. The Coast Guard has reserved space and weight for five systems on the cutters which have not yet been budgeted for by the Navy. A cutter project official said that military software will not be integrated into COMDAC until delivery of the weapon systems is assured and the availability of military hardware and software has been determined. Therefore, the Coast Guard has not yet contracted for the software needed for the military missions. Without this software, COMDAC will not perform as intended. The Coast Guard did not fully justify or support the COMDAC procurement before committing the agency to acquire the system. The Coast Guard decided to automate the cutters with COMDAC without demonstrating that COMDAC: (1) would result in anticipated personnel reductions or operating cost savings; or (2) was the most cost-effective way to fulfill the Coast Guard's peacetime and wartime missions. **Recommendation To Agencies:** The Secretary of Transportation should direct the Commandant of the Coast Guard to work closely with the Navy to establish definitive timetables for delivery of Navy weapon systems.

120461

[Protest of DLA Contract Award]. B-208476. January 31, 1983. 6 pp.

Decision re: Tracor-Jitco, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Tracor-Jitco, Inc.; Enviro Control, Inc.; Defense Logistics Agency: Defense Electronics Supply Center.

Authority: 4 C.F.R. 21. 4 C.F.R. 21.2(a). 4 C.F.R. 21.2(b)(2). B-200917.2 (1981). B-200523.3 (1982).

Abstract: A firm protested a Defense Logistics Agency contract award for the development and operation of a Defense Electronic Supply Center data base on a cost-plus-fixed-fee basis. The

firm filed its protest 2 months after it learned of the contract award, contending that cost negotiations were held with the awardee but not with the protester, the cost evaluation showed the awardee's proposal was unrealistically low, and the awardee's proposal exceeded the maximum size limitation of the solicitation specifications. The protester also raised the issue of conflict of interest; however, because the protest was not filed within 10 working days of knowledge of the basis for the protest on this issue, GAO held this aspect of the protest to be untimely. The remainder of the protest was filed in a timely manner after the protester requested and received information from the agency. GAO found that cost negotiations were conducted with the offerer to advise it of a deficiency not present in the protester's proposal. This deficiency also accounted for the unrealistically low estimate which was corrected before the award was made. GAO also found that there was no prejudice resulting from the awardee's lengthy proposal, since the protester's own proposal was longer than the awardee's. Accordingly, the protest was dismissed in part and denied in part.

120477

[Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980]. HRD-83-35; B-210510. February 2, 1983. 9 pp. plus 1 enclosure (4 pp.).

Report to Rep. Lee H. Hamilton, Chairman, Joint Economic Committee: Economic Goals and Intergovernmental Policy Subcommittee; by Edward A. Densmore, (for Philip A. Bernstein, Director), GAO Human Resources Division.

Issue Area: Non-Discrimination and Equal Opportunity Programs: Eliminating Employment Discrimination (1016); Information Management: Government Need of and Use for Information Collected From or Maintained by Respondents (4203).

Contact: Human Resources Division.

Budget Function: Nondiscrimination - Equal Opportunity Programs (990.3).

Organization Concerned: Equal Employment Opportunity Commission; Office of Management and Budget.

Congressional Relevance: *Joint Economic Committee: Economic Goals and Intergovernmental Policy Subcommittee; Rep. Lee H. Hamilton.*

Authority: Paperwork Reduction Act of 1980 (44 U.S.C. 3501 et seq.). Civil Rights Act of 1964 (42 U.S.C. 2000e).

Abstract: In response to a congressional request, GAO obtained information on the paperwork burden imposed on the non-Federal sector by the Equal Employment Opportunity Commission (EEOC). Specifically, GAO was requested to provide information on the nature and extent of paperwork burden reductions claimed by EEOC under the Paperwork Reduction Act of 1980 and the EEOC methodology for estimating its paperwork burden. **Findings/Conclusions:** GAO found that several changes have been made in the EEOC reporting requirements that have resulted in paperwork burden reductions which exceed the reduction goals established by the act. In addition, EEOC officials stated that the agency intends to review its major data collection requirements. Although the primary objective of the EEOC review will be to reexamine the type of employment data needed to effectively enforce equal employment opportunity programs, minimizing the employer burden will also receive consideration. The EEOC paperwork burden estimates are based primarily on staff judgment with limited analytical support. GAO agreed with EEOC that further work to validate the burden estimates for current reporting requirements would not be necessary at this time because of the EEOC planned reassessment.

120520

[Improvements Needed in Internal Controls at the National Finance Center]. AFMD-83-37; B-210637. February 7, 1983. 3 pp. plus 2 enclosures (18 pp.).

Report to John R. Block, Secretary, Department of Agriculture; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Internal Controls Over Receipts and Disbursements (2810); Internal Auditing Systems: Management Control Systems in Federal Agencies for the Prevention of Fraud and Abuse (0206).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of Agriculture: Office of Operations and Finance: National Finance Center; Department of Agriculture.

Congressional Relevance: *House Committee on Appropriations: Agriculture, Rural Development, and Related Agencies Subcommittee; House Committee on Agriculture; Senate Committee on Appropriations: Agriculture and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry.*

Abstract: GAO summarized the results of its review of internal controls over procurement-related payments made by the Department of Agriculture's (USDA) National Finance Center (NFC). **Findings/Conclusions:** GAO found that internal controls at NFC were inadequate to prevent payments from being made too early, which may cause the loss of more than \$1.6 million in interest annually. Further, almost \$3 million might have been saved if recently enacted late payment penalties had previously been required. Procedural weaknesses increased the vulnerability of the payment systems to fraud and abuse. Inadequate verification of authorizing signatures on payment vouchers processed through the miscellaneous payments system may have allowed improper payments to be made. The purchase order system had more than \$10 million in old, inactive purchase orders which had not been canceled, creating the possibility of payments being made for goods or services not received. In addition, the gasoline credit card system did not provide field offices with reasonable means of verifying charges to the field offices' funds and relied on inappropriate audit procedures to identify improper charges. GAO made recommendations to NFC officials on ways to improve internal controls over payment processing. **Recommendation To Agencies:** The Secretary of Agriculture should require USDA to monitor the corrective actions planned, taken, or discussed in this report.

120536

[Continued Improvements Needed in Air Force Procedures and Practices]. PLRD-83-36; B-210360. February 7, 1983. 11 pp.

Report to Verne Orr, Secretary, Department of the Air Force; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Determination of Wholesale Needs (3811); General Procurement: Non-Line-of-Effort Assignments (1951).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Air Force; Department of Defense; Department of the Air Force: Air Force Logistics Command.

Congressional Relevance: *House Committee on Appropriations: Defense Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Governmental Affairs.*

Abstract: GAO completed a followup review of the effectiveness of actions taken by the Air Force to improve its procedures and practices for identifying and canceling excess on-order stocks of system support stock fund items. **Findings/Conclusions:** In response to an earlier GAO report, the Air Force made a policy change which increased the potential for canceling excess on-order stocks by \$39 million or more. A followup review showed that the Air Force can further correct identified weaknesses and increase its potential for cancellation of such stocks by \$58 million or more. In computing requirements and termination levels for on-order stocks, the Air Force is still using excessive buffers of stock above item requirements. This practice precludes timely identification and cancellation of on-order stocks which exceed requirements. In addition, GAO found that the Air Force still does not have an effective system to monitor the performance of air logistics centers in canceling excess on-order stocks. The Air Force could further increase its dollar potential for canceling excess on-order stocks by excluding unfunded war reserve requirements from computation of termination levels for on-order stocks. Improvements in Air Force procedures and practices for maximum reduction of on-order stock excesses are especially appropriate now because of current and anticipated shortfalls in the Air Force's fiscal year 1982 and 1983 stock fund obligational authority. **Recommendation To Agencies:** The Secretary of the Air Force should direct the Commander of the Air Force Logistics Command to revise its on-order stock termination policy and D062 requirement computation system for system support stock fund items to provide for: (1) a 3-month reduction in the on-order stock termination level buffer for items with annual dollar demands of more than \$500; (2) elimination of the 12-month stock buffer used to compute termination levels for items with annual dollar demands of \$500 or less; and (3) elimination of the use of unfunded war reserve requirements in computing on-order termination levels for all items. The Secretary of the Air Force should direct the Commander of the Air Force Logistics Command to require the air logistics centers to establish uniform information systems which will enable management to evaluate the performance of the centers in making maximum reductions in excess on-order stocks. At a minimum, the centers should develop and accumulate statistics showing the number of: (1) termination notices for on-order stocks on purchase requests and their value; (2) termination notices for on-order stocks on contract and their value; and (3) cancellations and terminations resulting from these notices and their value broken out by purchase request and by contract.

120537

Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud. RCED-83-40; B-205033. February 4, 1983. 61 pp. plus 1 appendix (20 pp.).

Report to Congress; by Charles A. Bowsheer, Comptroller General.

Issue Area: Food: Improvements in the Operational Efficiency and Effectiveness of the Food Stamp Program (1744); Income Security and Social Services: Collection and Recovery Efforts (1354).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Income Security: Housing Assistance and Other Income Supplements (604.0).

Organization Concerned: Department of Agriculture; Department of Agriculture: Food and Nutrition Service.

Congressional Relevance: House Committee on Appropriations: Agriculture and Related Agencies Subcommittee; House Committee on Agriculture; Senate Committee on Appropriations: Agricultural, Rural Development, and Related Agencies Subcommittee; Senate Committee on Agriculture, Nutrition, and Forestry; Congress.

Authority: Social Security Act. Food Stamp Act of 1964. Food Stamp Act of 1977. Food Stamp Act Amendments of 1979. Food Stamp and Commodity Distribution Amendments of 1981. Omnibus Budget Reconciliation Act of 1981. Omnibus Budget Reconciliation Act of 1982. Agriculture and Food Act of 1981. Debt Collection Act of 1982 (P.L. 97-365). H.R. 6394 (97th Cong.). H. Rept. 97-759. S. Rept. 97-128. S. Rept. 97-504.

Abstract: GAO conducted a review of the Food Stamp Program to see if improvements have been made in the identification and recovery of overissuances and the adjudication of cases involving alleged fraud since a 1977 report. **Findings/Conclusions:** During fiscal years 1980 and 1981, the Federal Government lost about \$2 billion through State overissuances of food stamp benefits, and eligible households received about \$500 million less than they should have. The erroneous issuances resulted from administrative and recipient errors and fraud. Only about 1 cent of each overissued dollar was recovered. Using semiannual quality control results, the Food and Nutrition Service (FNS) can project the total amount of overissued and underissued benefits, but it has no reliable data on how many of these errors States identify with specific households. Data from six States indicated that, compared with total estimated overissuances, relatively few specific cases have been identified. GAO stated that the use of computer matching to identify and ultimately recover specific overissuances holds considerable promise, and legislation implemented in recent years provides needed financial incentives to identify more overissuance cases. Although States are required to establish claims against households identified as receiving overissuances, they have not always done so because collection was difficult; however, recent legislation provides financial incentives and requires offsets against benefits to households still in the program of recipient-caused errors. GAO found that States have not investigated or adjudicated many identified cases of potential fraud because of the problems they perceived in pursuing them and FNS has not acted in a concerted way to solve or lessen barriers to State fraud pursuit. **Recommendation To Congress:** Congress should amend the Food Stamp Act of 1977, as amended, to require recovery of overissuances by reducing monthly benefits of recipient households regardless of the reason for the improper issuance. Congress should add a new section 13(b)(3) to require States to promptly take all necessary steps to recover any overissuances from households no longer participating in the program. The congressional legislative and appropriations committees should direct the Secretary of Agriculture to evaluate and inform them of the results of any legislative changes and administrative efforts to improve the identification and collection of overissuances and the potential impact of any additional initiatives being considered in this area. **Recommendation To Agencies:** The Secretary of Agriculture should issue regulations specifically requiring States to identify and correct erroneous issuance cases, either: (1) as a by-product of routine program procedures required for other purposes, such as recertifications; or (2) through computer matching and other specific identification techniques that can detect multiple program participation and discrepancies in household-reported eligibility/benefit data. These regulations should require that each State, as a minimum, identify erroneous issuances caused by classes of eligibility criteria that quality control results or other available information shows as causing substantial dollar errors in that State. Adequate implementation of this aspect of State operations should be specifically considered by FNS in determining whether administrative sanctions are warranted. The Secretary of Agriculture should explore with the States ways in which error-prone profiles could be used, in conjunction with computer matching and other identification techniques, to pinpoint household circumstances which have high error potential so that States' administrative resources can be directed toward corrective actions that will result in maximum benefits. The Secretary of Agriculture should

require FNS to solicit, compile, and distribute to the States information on the availability of different kinds of data files that could and should be used to verify household data items that have a major bearing on program eligibility and benefit levels. The Secretary of Agriculture should require FNS to revise the present claims report received from the States monthly to include information on the number and value of erroneous issuance cases identified through each of the various identification methods that are available. This information should be assessed and distributed to inform the States of the effectiveness of the different identification methods being used. The Secretary of Agriculture should evaluate each State's performance in establishing and collecting claims. Such evaluations should reveal individual State's, as well as programwide, strengths and weaknesses in the claims establishment and collection process and provide a basis for a FNS determination of whether administrative sanctions are warranted. As a minimum, these evaluations should include: (1) a review of the information in States' Status of Claims Against Households reports to assure that all claims and collection activity is reported accurately; (2) systematic reviews of Office of Inspector General reports, State management evaluations, and other analytical reports and statistical information on the States' success in claims and collection activity; and (3) onsite reviews of the effectiveness of each State's collection techniques, especially the required offset procedure. The Secretary of Agriculture should provide technical assistance, based on evaluation and monitoring efforts and other available information, to improve State claims establishment and collection activity as may be needed. Such assistance should include but not be limited to: (1) advice and help to States in developing appropriate accounting systems and controls needed to use the offset procedures most effectively, particularly in cases involving amounts owed from prior periods of households' participation; (2) identification and dissemination of available information on alternative and innovative collection techniques that States use in other programs, and that some States may use in this program, which could be used, or used more, to enhance collection of food stamp overissuances not subject to offset authority; and (3) assistance in implementing alternative collection strategies that hold promise for good results. The Secretary of Agriculture should determine the extent of recipient fraud within the Food Stamp Program and establish the appropriate level of State pursuit and adjudicative efforts needed to control recipient fraud. The Secretary of Agriculture should require that States' program operating plans include adequate: (1) methods and criteria for identifying cases in which a question of fraud may exist; (2) procedures, developed in cooperation with States' legal authorities, for referring to law enforcement officials cases in which a valid reason to suspect fraud exists; and (3) procedures for referring to an administrative fraud hearing process all cases not referred to or accepted for court prosecution for reasons other than insufficient evidence. The Secretary of Agriculture should require States to periodically report pertinent information on their fraud pursuit activities. These reports should include information on all phases of fraud pursuit and adjudication, including the numbers and dollar amounts of all referrals to and from various levels of the investigative and adjudicative processes and the ultimate dispositions of the cases. Such data should identify backlogs in any of the investigative steps or adjudication procedures used. The Secretary of Agriculture should periodically evaluate States' investigation and adjudication efforts to determine whether States collectively and individually are adequately pursuing potential food stamp fraud. The Secretary of Agriculture should assess the problems that State officials have reported or may report as barriers to adjudicating alleged food stamp fraud and, to the extent practical, provide the guidance and technical assistance necessary for resolving or decreasing the adverse effect of those problems.

120542

Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program. RCED-83-2; B-207549. February 9, 1983. 5 pp. plus 2 appendices (16 pp.). Report to Charles M. Butler, III, Chairman, Federal Energy Regulatory Commission; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Issue Area: Energy: Economic Regulation of Energy's Structure and Management (1617); Economic Analysis of Alternative Program Approaches: Effective Employment of User Charges by the Government (4066).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Information, Policy, and Regulation (276.0).

Organization Concerned: Federal Energy Regulatory Commission.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: Energy and Water Development Subcommittee; House Committee on Energy and Commerce; Senate Committee on Budget; Senate Committee on Appropriations: Energy and Water Development Subcommittee; Senate Committee on Energy and Natural Resources.

Authority: Independent Offices Appropriation Act, 1952. OMB Circular A-25.

Abstract: GAO examined the Federal Energy Regulatory Commission's (FERC) efforts to develop a user fee system, which would include licensing and filing fees and annual charges collected from the oil, pipeline, electric, and natural gas companies which use FERC services. **Findings/Conclusions:** FERC has taken actions to develop a strong user fee program. However, GAO believes that FERC could further strengthen the program by: (1) implementing procedures to periodically test the accuracy of its staff time reporting system; (2) developing written criteria as to which costs should be included or excluded in calculating the average cost for one employee, a key ingredient in the fee determination process; (3) preparing a user requirements analysis of its new accounting system; and (4) proceeding with the creation of one specific office to centralize management over all user fee program activities. In seeking to address these needs, FERC is installing an automated Time Distribution Reporting System to provide more accurate staff day information. Further, FERC is working to adopt an existing Department of Energy accounting system. Although these are significant steps, GAO believes that more can be done to strengthen the FERC user fee program. **Recommendation To Agencies:** The Chairman, FERC, should direct that procedures be established for periodically testing the accuracy of the data generated by the Commission's Time Distribution Reporting System. The Chairman, FERC, should direct that criteria be developed to specify and explain which costs are to be included and excluded in determining the average cost for an employee. The Chairman, FERC, should direct that overall responsibility for managing and directing the operations of the user fee program be assigned to one office. The Chairman, FERC, should direct that a user requirements analysis be prepared for the proposed accounting system, giving special consideration to the requirements for the user fee system and a possible future tie-in with the Time Distribution Reporting System.

120544

Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services. HRD-83-16; B-207363. February 8, 1983. 62 pp. plus 6 appendices (23 pp.). Report to Congress; by Charles A. Bowsher, Comptroller General.

Refer to HRD-84-30, January 30, 1984, Accession Number 123505.

Issue Area: Health Programs: Compliance of Federal and State Agencies, Fiscal Intermediaries, and Grantees With Federal Laws and Regulations (1221).

Contact: Human Resources Division.

Budget Function: Health: Health Care Services (551.0).

Organization Concerned: Department of Health and Human Services; Health Care Financing Administration.

Congressional Relevance: *House* Committee on the Budget; *House* Committee on Appropriations: Labor, Health, Education and Welfare Subcommittee; *House* Committee on Energy and Commerce; *House* Committee on Ways and Means; *Senate* Committee on Budget; *Senate* Committee on Appropriations: Labor, Health, Education, and Welfare Subcommittee; *Senate* Committee on Finance; Congress.

Authority: Social Security Act (42 U.S.C. 1395; 42 U.S.C. 1396). Omnibus Budget Reconciliation Act of 1981. Tax Equity and Fiscal Responsibility Act of 1982 (P.L. 97-248). 42 C.F.R. 447.45(f)(1)(ii). P.L. 96-398.

Abstract: GAO reviewed the Medicare and Medicaid programs to assess the mechanisms that paying agents under these programs are using to identify and prevent reimbursement to physicians and suppliers for medically unnecessary services and to recoup payments made for such services. The objectives of the review were to: (1) assess and compare the costs and benefits of the prepayment and postpayment utilization review (UR) functions and a representative number of carriers and State Medicaid agencies; (2) identify probable causes for the variations in the performance of these UR functions; and (3) evaluate the Health Care Financing Administration's (HCFA) role, particularly under Medicare, in providing direction to these activities. **Findings/Conclusions:** The nine Medicare carriers GAO visited supplied information which showed that their prepayment UR activities were cost beneficial, but the performance in terms of cost/benefit ratios and other indicators varies widely. Those making extensive use of automated edits to identify unnecessary services generally performed better and saved comparatively more Medicare program dollars. There are also opportunities for increased effectiveness in the carriers' postpayment UR activities. The HCFA policies and practices have tended to provide disincentives to carriers for performing effective prepayment UR. Medicare carriers are incurring extraordinary costs to continually review the claims of habitual overutilizers. GAO found that only 3 of the 11 State Medicaid programs it reviewed used automated prepayment edits to detect possible overutilization. Only one of these programs could provide enough information for GAO to estimate the costs and benefits of prepayment UR operations in Medicaid. Regarding postpayment UR, GAO could identify few tangible benefits resulting from medical necessity issues raised through this activity. Congress has given the States financial incentives to develop effective UR programs. However, neither HCFA nor the States have effectively implemented these incentives. **Recommendation To Agencies:** The Secretary of Health and Human Services (HHS) should direct the Administrator of HCFA to: (1) compare the prepayment utilization edits used by Medicare carriers, identify the more effective ones in terms of valid denials, and require their implementation, except where a carrier has a reasonable basis for believing that the implementation on a particular edit would not be cost beneficial; and (2) require that prepayment UR costs be reported separately from other claims processing costs to allow for valid analysis of carrier costs and related benefits in conducting prepayment UR. The Secretary of HHS should direct the Administrator of HCFA to: (1) require that the costs and benefits associated with carrier postpayment UR be reported separately from claims processing costs for use in determining the effectiveness of postpayment UR operations; and (2) ensure that the HCFA regional offices evaluate carrier effectiveness on postpayment UR's regarding the appropriateness of the selection criteria used for full-scale reviews, and whether overpayments are

computed and recovered when overutilization is identified. The Secretary of HHS should direct the Administrator of HCFA: (1) in accordance with due process requirements, to exclude providers who remain on prepayment review for over a specified period of time because they refuse to correct their abusive billing practices; and (2) to make it clear to carriers which peer review mechanisms, besides professional standards review organizations, are acceptable for initiating exclusion procedures. The Secretary of HHS should direct the Administrator of HCFA to: (1) add to 42 C.F.R. 447.45(f)(1)(ii) a requirement that a minimum number of automated medical necessity edits be tested and, where cost effective, implemented in all States with the Medicaid management information system; (2) develop guidelines for State Medicaid programs seeking reapproval of their Medicaid management information systems to use in reporting costs and benefits of their UR efforts; and (3) provide State Medicaid programs information on prepayment UR edits that are being successfully used by Medicare carriers and encourage the exchange of information on the edits between carriers and State agencies.

120553

[Protest of Selective Service System Contract Award]. B-208325. February 8, 1983. 3 pp.

Decision re: Tymnet, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Tymnet, Inc.; GTE Telenet Communications Corp.; Selective Service System.

Authority: 47 C.F.R. 64.702(e).

Abstract: A firm protested a computer services contract award by the Selective Service System (SSS) by which SSS would lease the circuitry with other customers. The solicitation specifications required that interface hardware be installed on SSS property and that nontariffed software be used. The protester contended that the awardee's quotation did not conform to the solicitation specification which required that prices for the hardware and the software be based upon current or pending Federal Communications Commission (FCC) tariffs. GAO found that, in view of an FCC regulation that exempts from tariffing interface equipment which is installed on the premises of a telecommunications network customer and in view of other solicitation provisions which specified the use of nontariffed software to perform the interface function, the low bidder's prices were not subject to current or pending tariffs filed with FCC. Accordingly, the protest was denied.

120570

The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census. GGD-83-10; B-208738. January 11, 1983. Released February 9, 1983. 34 pp. plus 3 appendices (13 pp.).

Report to Rep. Robert Garcia, Chairman, House Committee on Post Office and Civil Service: Census and Population Subcommittee; Rep. James A. Courter, Ranking Minority Member, House Committee on Post Office and Civil Service: Census and Population Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Effectiveness and Efficiency of Efforts To Obtain Population Data (4210).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0); Automatic Data Processing (990.1).

Organization Concerned: Department of Commerce; Department of Commerce: Bureau of the Census.

Congressional Relevance: *House* Committee on Appropriations: State, Justice, Commerce and Judiciary Subcommittee; *House* Committee on Post Office and Civil Service: Census and

Population Subcommittee; *Senate* Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; *Senate* Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; *Rep.* Robert Garcia; *Rep.* James A. Courter.

Authority: OMB Circular A-109.

Abstract: In response to a congressional request, GAO reviewed the 1980 census data processing procedures to identify the reasons for the time needed by the Bureau of the Census to publish the data and to determine whether changes in procedures and equipment could reduce the time and cost involved. **Findings/Conclusions:** Processing 88 million questionnaires which contain 3 billion items of data on the Nation's population and housing is an enormous task; because of the large volume of data, the desire for accuracy, and a great reliance on manual procedures, the Bureau expects to take 3.5 years to process the data. The time required to perform clerical operations contributed to a 1-year slip in the publishing schedule. Other problems included: the underestimation of housing units, uncertain funding, data errors, and the need to update boundaries. Since the early 1970's, when planning started for the 1980 census, the automatic data processing (ADP) industry has made major technical advances which could provide the Bureau with the opportunity to automate much of the manual processing and lower future census processing time and costs. GAO stated that, although the Bureau has expressed an interest in increased automation, its initial planning efforts for the 1990 census need better coordination and development coupled with a provision for the amount of time required to acquire and test new equipment. **Recommendation To Agencies:** The Secretary of Commerce should require the Director, Bureau of the Census, to develop a 1990 census plan that includes decision points for evaluating the acquisition, testing, and installation of ADP equipment that are based on past times for planning the 1980 census and acquiring new ADP equipment. The plan should provide for: (1) an analysis of alternative data processing systems that meet census needs and identify the total cost to perform the task including acquisition, maintenance, and personnel; (2) the possibility of redesigning the 1980 census questionnaire to eliminate or reduce responses requiring manual coding; (3) an estimate of the expected time to release 1990 census data based on data processing improvements; (4) clearly defining the responsibilities of the organizational units working on Census Bureau ADP modernization and identify how their activities will be integrated with 1990 census planning; (5) a budget for implementing the plan with initial funding requested in the Census Bureau's fiscal year 1984 budget submission to Congress; and (6) internal periodic reports to assess the progress of the plan and identify any revisions needed.

120571

Consolidation of United States Information Agency Activities in Washington, D.C. PLRD-83-13; B-209532. January 13, 1983. *Released* February 14, 1983. 5 pp. plus 4 appendices (21 pp.). *Report* to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Facilities and Material Management: Improvement of Agency Leasing Procedures and Practices (0727).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: General Services Administration; United States Information Agency.

Congressional Relevance: *House* Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; *House* Committee on Public Works and Transportation; *House* Committee on Government Operations; *Senate* Committee on

Appropriations: Treasury, Postal Service, General Government Subcommittee; *Senate* Committee on Environment and Public Works; *Rep.* Jack Brooks.

Abstract: In response to a congressional request, GAO reviewed several aspects of the proposed partial consolidation of the U.S. Information Agency (USIA) in a new building in Washington, D.C. The resulting report: (1) examined the timing of a proposal to consolidate USIA activities in a new building; (2) examined the alterations made shortly before the lease expired in a building presently occupied by USIA and the plan for continued occupancy of that building; and (3) compared the estimated cost of relocating and consolidating activities in the new building over the expected lease term with the estimated cost of remaining at the present facilities for a similar period. **Findings/Conclusions:** GAO found that the consolidation should result in more efficient agency operations and space utilization and is consistent with Federal Property Management Regulations, law, and Executive orders. When the General Services Administration (GSA) contracted for alterations at a building presently occupied by USIA, no move was contemplated by USIA and, therefore, the residual investment in these alterations will be lost when USIA vacates the building. The lease has expired on that building and USIA has continued to occupy the building on a holdover basis. The GAO analysis of the relocation plan showed that the undiscounted savings over a 10-year period that could be realized by relocation could be as much as \$12.16 million. However, it is difficult to make a precise estimate of savings because of the variables involved. GAO believes that GSA should have prepared a written solicitation for offers for the space needs and justified noncompetitive negotiations without advertising before entering into negotiations for the lease. **Recommendation To Agencies:** The Administrator of General Services should, in view of the changes in the number of employees and activities to be assigned to the new building at 400 C Street, SW, Washington, D.C., survey space assigned to USIA headquarters to assure the efficient and effective use of space and make an adjustment, if warranted, to the space assigned.

120574

[Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements]. AFMD-83-32; B-210151. February 14, 1983. 3 pp. plus 2 enclosures (9 pp.).

Report to Sen. Charles McC. Mathias, Chairman, Joint Committee on Printing; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Regulatory Accounting Rules and Financial Reporting (998.6).

Organization Concerned: Government Printing Office.

Congressional Relevance: *House* Committee on Appropriations: Legislative Subcommittee; *Senate* Committee on Appropriations: Legislative Subcommittee; *Joint* Committee on Printing; *Sen.* Charles McC. Mathias.

Abstract: In response to a congressional request, GAO reviewed the financial statements prepared by the Government Printing Office (GPO) for the months of April, May, and June 1982 for comparability, consistency, and adequacy of financial disclosures. **Findings/Conclusions:** GAO found that yearend adjustments to certain revenue and expense accounts were not applied to monthly statements. A net loss of \$1,802,000 reported for May 1982 was overstated by \$919,663 due to accounting errors in the revenue billed and payroll expense accounts. In addition, the monthly financial statements were incomplete as compared to the yearend statements. They did not show the total revolving fund and

appropriated fund accounts; and inventory, receivables, and payroll expenses were not presented in the same format as at yearend. The monthly financial statements did not include essential disclosures, such as footnotes, that are included in the yearend statements and are necessary for a fair and accurate presentation of financial operations. **Recommendation To Agencies:** The Public Printer should direct the GPO Controller to determine and reflect the following data in monthly financial statements: adjustments for deferred revenues, building improvement expenditures, sales on consignment, and accounts payable. The Public Printer should direct the GPO Controller to include all information necessary to fairly and accurately present the monthly financial results. The Public Printer should direct the GPO Controller to use the same format in the monthly financial statements as in the yearend statements. The Public Printer should direct the GPO Controller to include the total revolving fund and appropriated fund information in the monthly statements. The Public Printer should direct the GPO Controller to increase supervision of critical revenue and expense accounting entries, especially when normal accounting procedures are modified or manual or new automated procedures are used.

120584

[Protest of Rejection of Bid by Labor]. B-206946. February 10, 1983. 9 pp.

Decision re: Alanthus Data Communications Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Alanthus Data Communications Corp.; Department of Labor.

Authority: 4 C.F.R. 21.2(b)(2). 4 C.F.R. 21.2(a). B-195792 (1980). B-200839 (1981). B-188749 (1977). B-195091 (1979).

Abstract: A firm protested the Department of Labor's rejection of its bid under a request for proposals (RFP) for word processing equipment. Labor had rejected the bid for its failure to meet certain mandatory requirements. The protester contended that its equipment met the mandatory requirements and that it had been unfairly eliminated from the competition. Further, it argued that it did not fully understand Labor's actual requirements because they were not clearly defined. GAO agreed with Labor that the protester's bid did not meet the mandatory requirements as they were defined in the RFP; however, GAO did note that Labor's meaning was not clear from the face of the solicitation. GAO disagreed with Labor's contention that the definitions of the terms in question were commonly understood in the word processing industry. A fundamental principle of procurement law dictates that solicitations be drafted in clear and unambiguous terms and that there can be no effective competition on a common basis unless all offerers know what the contract requirements will be. GAO concluded that Labor did not comply with those principles because it failed to sufficiently state its requirements to insure a common understanding of its needs. Further, assuming that Labor clarified its requirements to the protester during a prenegotiation session, the protester was not able to respond on the basis of its new understanding because Labor improperly refused to allow it to revise its bid. Accordingly, the protest was sustained. GAO recommended to Labor that the protester be included in the competitive range and that negotiations be reopened with all offerers based on the actual requirements.

120621

Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts. GGD-83-43; B-210341. February 18, 1983. 3 pp. plus 1 appendix (13 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Daniel F. Stanton, (for William J. Anderson, Director), GAO General Government Division.

Issue Area: Information Management: Assessing Agencies' Classification, Declassification, and Protection of National Security Information (4215); General Procurement: Non-Line-of-Effort Assignments (1951).

Contact: General Government Division.

Budget Function: National Defense: Defense-Related Activities (054.0).

Organization Concerned: Department of Defense; Department of the Army; Department of the Air Force; Department of the Navy; Department of Defense: Defense Investigative Service; Defense Intelligence Agency.

Congressional Relevance: House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee.

Authority: Freedom of Information Act. Executive Order 12036. Executive Order 12333. Executive Order 12356. DIA Manual 50-3. DIA Manual 50-5. DOD Reg. 5200.1-R. DOD Directive 5400.7.

Abstract: GAO completed a review of the security requirements and administration of Department of Defense (DOD) carve-out contracts as part of its continuing review of national security information. Carve-out contracts are those special access contracts for which the Defense Investigative Service (DIS) has been relieved of security inspection responsibility and the cognizant DOD component is responsible for security inspections and administration. **Findings/Conclusions:** GAO found that an ever-increasing number of carve-out contracts has become a problem for contractor security administrators because the contracts result in a multiplicity of security requirements in addition to those prescribed by the DOD Industrial Security Manual. The exact number of carve-out contracts is unknown, but GAO estimated that there are probably several thousand such contracts; some contracts were given carve-out status for reasons other than security, and other carve-out contracts were not inspected by anyone. **Recommendation To Agencies:** The Secretary of Defense should revise the Information Security Program Regulation to require all components to annually: (1) inventory and report the status of all carve-out contracts to the Deputy Under Secretary of Defense for Policy; and (2) revalidate the need for renewed contracts or contracts that extend for more than 1 year. In addition, the Secretary should require the Office of the Deputy Under Secretary of Defense for Policy to make periodic inspections of components' central offices to evaluate compliance with the regulation. The Secretary of Defense should: (1) direct the Defense Intelligence Agency (DIA) to revise its regulations to require that a threat analysis be made before a sensitive compartmented information facility (SCIF) is constructed or altered or an existing facility is approved for use as an SCIF; and (2) make DIA responsible for approving all industry facilities proposed for use as DOD SCIF's. The Secretary of Defense should make DIS responsible for: (1) inspecting all DOD sponsored contractor SCIF's; and (2) verifying accountability for all contract documents maintained in those SCIF's and in SCIF's sponsored by other agencies. The Secretary of Defense should: (1) issue instructions that will require advance DOD approval of contractors' requests for special access authorizations for employees who will be working on nonsensitive compartmented information special access contracts; (2) direct DIS to return to contractors any requests for special access authorizations that do not contain the advance approval of the cognizant DOD component; and (3) remind DOD components of their responsibility to review and approve, in a timely manner, contractor nominees for all special access authorizations.

120622

Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment. PLRD-83-35; B-202652. February 11, 1983. 26 pp. plus 5 appendices (22 pp.).

Report to Rep. Joseph P. Addabbo, Chairman, House Committee on Appropriations: Defense Subcommittee; by Charles A. Bowsher, Comptroller General.

Refer to PLRD-81-16, April 3, 1981, Accession Number 114797; NSIAD-84-8, October 17, 1983, Accession Number 122639; and Testimony, June 9, 1983, Accession Number 121560.

Issue Area: General Procurement: Achievement of Savings by Improving Contract Management Over Specific Categories of Products or Services (1934).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of the Army; Julie Research Laboratories, Inc.

Congressional Relevance: House Committee on Government Operations; House Committee on Armed Services; House Committee on Appropriations: Defense Subcommittee; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Armed Services; Rep. Joseph P. Addabbo.

Authority: A.R. 15-6.

Abstract: In response to a congressional request, GAO provided a followup report on allegations of improper Army procurements for automated calibration equipment by Julie Research Laboratories, Incorporated (JRL). **Findings/Conclusions:** Since the first report, the Army has performed a number of investigations, studies, and tests to evaluate its calibration and repair program. Two separate Army investigations confirmed the need for accurate workload data and disclosed management problems affecting calibration equipment procurements to such an extent that JRL was misled or adversely affected. Technical teams evaluated the JRL system in a laboratory-type environment, but these evaluations were inconclusive concerning whether the JRL system satisfied field Army needs. After a November 1981 congressional hearing, the Army acknowledged that JRL had not received fair treatment. The Army promised to correct this and conduct a fair and objective test to evaluate various automated calibration systems. To fulfill this promise, the Army asked interested contractors for proposals on a two-step procurement of automatic meter calibration equipment. In the first step, the Army was to buy and test off-the-shelf commercial equipment. In the second step, the Army was to purchase larger quantities of automatic meter calibrators. The Army limited the first solicitation to low accuracy meters only. JRL did not participate in this solicitation because it continues to believe the Army is doing everything possible to avoid purchasing its automated calibration system. **Recommendation To Agencies:** The Secretary of the Army should cancel the second step of the so-called "buy one and test" two-step procurement of automated meter calibration systems until the issue of whether or not automated calibration equipment to be used in the field Army is economical and effective has been resolved.

120640

[Defense Department Foreign Source Procurement]. ID-83-22; B-208826. January 21, 1983. Released February 23, 1983. 9 pp. plus 2 enclosures (4 pp.).

Report to Rep. Joseph M. Gaydos, Chairman, Congressional Steel Caucus; by Frank C. Conahan, Director, GAO International Division.

Issue Area: Energy: Institutional Mechanisms To Resolve Jurisdictional Conflicts and Coordinate Functions Between Parties in Energy Leasing Activities (1658).

Contact: International Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: Department of Defense; Department of the Army: Corps of Engineers; Congressional Steel Caucus.

Congressional Relevance: Rep. Joseph M. Gaydos.

Authority: Buy American Act (41 U.S.C. 10a et seq.). D.A.R. 1-340. D.A.R. 7-104.78. D.A.R. 21-131.

Abstract: In response to a congressional request, GAO provided information on restrictions on foreign-source procurement in Department of Defense (DOD) contract awards since fiscal year (FY) 1978, including information on Army Corps of Engineers contracts within the United States. Specifically, GAO determined: (1) the value and composition of DOD foreign-source procurement; (2) the supply and service categories which showed the largest increases during FY's 1979-1982; (3) the extent to which foreign-source procurement was exempt from Buy American Act restrictions; and (4) which countries have the largest dollar volume of DOD contract awards and the composition of these awards. **Findings/Conclusions:** Foreign suppliers' share of DOD prime-contract procurement has increased an average of 2.6 percent for FY's 1979-82 over the 1975-77 period. Construction and service awards accounted for this increase. Contracts for construction in Saudi Arabia represented a majority of the increase in construction. During the 1979-82 period, the largest increase in foreign-source awards occurred in the supplies and equipment categories. Most of this increase was in the oils and fuels categories and reflected the sharp increase in petroleum prices over the period reviewed. DOD appropriations restrict the procurement of food, clothing, textiles, specialty metals, and shipbuilding. However, these restrictions do not apply when items are not available or are for procurement outside the United States in support of combat operations or in emergencies. The Buy American Act requires agencies to procure domestic materials when they are intended for use within the United States and are available. However, these provisions do not apply to purchases of goods and services that will be used or consumed outside the United States or if the cost of the domestic product is determined to be unreasonable. GAO found that most foreign-source awards were exempt from Buy American Act restrictions and that foreign procurement was negligible in domestic Corps of Engineers projects. GAO was unable to provide meaningful data on subcontract level foreign-source procurement, because the subcontract level procurement reporting system is not fully operational.

120644

[Budget Estimates for FY 1984]. February 8, 1983. 11 pp. plus 2 attachments (3 pp.).

Testimony before the House Committee on Appropriations: Legislative Subcommittee; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: General Accounting Office.

Congressional Relevance: House Committee on Appropriations: Legislative Subcommittee.

Abstract: The Comptroller General gave testimony concerning the GAO budget request for fiscal year (FY) 1984. During the past year, GAO was able to sustain its efforts to improve the efficiency of Government operations and to provide timely assistance to Congress. The Government realized \$5.9 billion in collections and other measurable savings during FY 1982 by implementing GAO recommendations, a return of about \$24 for each dollar appropriated to GAO in FY 1982. Appropriate officials have already implemented about 20 percent of the approximately 1,800 recommendations that GAO made to Congress and executive agencies in FY 1982; another 43 percent are in the implementation process. In addition, GAO testified before Congress 177 times in FY 1982 and provided hundreds of informal briefings to Members and staff. A review of specific GAO jobs has disclosed a

need to sustain initiatives such as the defense budget task force and the audit of block grant implementation. The Comptroller General stated that there is also a need for GAO to do more in the fields of automatic data processing and financial management. Several organizational changes have been instituted to improve efficiency. The Energy and Minerals Division and the Community and Economic Development Division have been consolidated into the Resources, Community, and Economic Development Division. In addition, three new Assistant Comptroller Generals have been appointed. Efforts have also been undertaken to improve GAO operations and communications, upgrade staff skills, streamline the personnel system, and provide for greater use of office automation equipment.

120649

The Air Force Can Improve Its Maintenance Information Systems. GGD-83-20; B-208596. January 25, 1983. Released February 25, 1983. 73 pp.

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Better Use of Information Technology To Achieve Agency Goals (4222); Logistics Management: Improving Logistics Management Information Systems (3810).

Contact: General Government Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0); Automatic Data Processing (990.1); Financial Management and Information Systems (998.0); General Government: General Property and Records Management (804.0).

Organization Concerned: Department of the Air Force; Department of Defense; Office of Management and Budget.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; House Committee on Government Operations; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Rep. Jack Brooks.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). OMB Circular A-121.

Abstract: In response to a congressional request, GAO reviewed certain maintenance activities at the Air Force to identify where information technology can benefit agencies in terms of economy and efficiency. The review suggested ways to improve Air Force maintenance information management as well as the Air Force information management program. **Findings/Conclusions:** GAO found that the Air Force spends millions of dollars on data collection and reporting systems which have questionable value. GAO also noted that recording errors have often resulted in inaccurate reports and figures from the Air Force's Maintenance Data Collection (MDC) system, and managers are often reluctant to use this system or the systems it supports because of the known inaccuracies. The data inaccuracies raise questions about the need for much of the maintenance data collected. The Air Force is testing an Automated Maintenance System (AMS) that has the potential to improve maintenance data collection and indications show that it will improve data accuracy and completeness. However, current plans by Air Force commands could result in unnecessary expenditures for separate AMS type computers. Despite these efforts, no significant improvements have been made to improve the maintenance data collection process. GAO concluded that the Paperwork Reduction Act of 1980 provides the framework for effectively managing information-related activities and, although the Air Force has begun to implement the act's objectives, more needs to be done. **Recommendation To Agencies:** The Secretary of the Air Force, to improve maintenance information activities, should develop uniform and

cost-effective systems for collecting and processing accurate maintenance information needed to meet identified requirements. The Secretary of the Air Force, to improve maintenance information activities, should identify the full costs and benefits of the AMS prototype and, if justified, develop automated maintenance information capabilities which would be compatible with standard Air Force base-level computer systems. This action would eliminate the need for stand alone maintenance computer systems beyond Altus, Dover, and Travis Air Force Bases. The Secretary of the Air Force, to improve maintenance information activities, should defer terminating the Maintenance Cost System until issues concerning data accuracy, productivity management, and Visibility and Management of Operating and Support Costs II system requirements are resolved. The Secretary of Defense should reassess the requirements for an operating and support cost system and work with the Air Force to develop a system that will meet these requirements. The Secretary of the Air Force, to improve maintenance information activities, should determine maintenance information requirements for the different levels of command throughout the Air Force. The Secretary of the Air Force, to improve maintenance information activities, should determine whether a Phase IV compatible automated maintenance information system may eliminate the need for the F-16 Central Data System. This issue should be considered when deciding on future Central Data System support, expansion plans, and lease versus purchase of equipment. The Secretary of the Air Force, to improve maintenance information activities, should apply information resources management approaches to managing future information system development efforts.

120655

[Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow]. RCED-83-64; B-209897. February 28, 1983. 13 pp. plus 1 enclosure (1 p.).

Report to Donald P. Hodel, Secretary, Department of Energy; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Issue Area: Energy: Government Role as Producer and Marketer of Electric Power (1668).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy (270.0).

Organization Concerned: Department of Energy; Bonneville Power Administration.

Congressional Relevance: House Committee on Appropriations: Appropriations Subcommittee; House Committee on Energy and Commerce: Energy Conservation and Power Subcommittee; House Committee on Interior and Insular Affairs: Mining, Forest Management, and Bonneville Power Administration Subcommittee; Senate Committee on Appropriations: Public Works Subcommittee.

Authority: Bonneville Dam Act (16 U.S.C. 832f). Columbia River Transmission System Act (16 U.S.C. 838). Flood Control Act (16 U.S.C. 825s). Prompt Payment Act (31 U.S.C. 1801). 1 Treasury Fiscal Requirements Manual §8020.10.

Abstract: GAO reviewed the electricity billing practices of the Bonneville Power Administration (BPA) to ascertain the actions planned to improve the timeliness of billings. **Findings/Conclusions:** GAO found that, if BPA were to change its customer billing processes, more than \$3.2 million in interest expenses could be avoided annually. These interest expense savings would result from less short-term borrowing by BPA, since monies due would be received more quickly and on a regular monthly basis. BPA has plans to reduce the time taken to bill customers by automating meter readings and bill preparation, which could reduce the bill processing time from 15 to 5 days for each billing period. Although it offers considerable future savings, total automation

of the billing system is still several years from completion. However, as a result of GAO discussions with BPA personnel, the automated system will be ready 1 year sooner than anticipated. In addition, GAO found that BPA could have saved \$1.4 million in fiscal year 1982 if California utilities paid for their energy purchases monthly rather than quarterly, and it could save \$60,000 annually in interest if Federal agency customers were required to pay their bills promptly or were charged interest on late payments. A BPA official stated that most Federal agencies pay 10 to 30 days late. Because of these late payments, BPA incurs interest expenses that should be incurred by other agencies. **Recommendation To Agencies:** The Secretary of Energy should direct BPA to place a higher priority on the billing function and complete the first phase of the automated billing system by February 1984, as planned, and expedite efforts to have the automated billing process fully operational before July 1987. However, if the automated billing system is not expedited, the Secretary of Energy should direct BPA, to the extent practicable, to estimate and bill those customers whose bills cannot be processed on an actual basis within 7 days. The Secretary of Energy should direct BPA to review existing contracts with the California utilities and, at the first identified opportunity, require the four California utilities to pay monthly or pay an interest charge similar to that now being paid by the Western Area Power Administration. The Secretary of Energy should direct BPA to use the Department of the Treasury's Simplified Inter-Governmental Billings and Collections System in order to receive payments promptly, or charge the Wholesale Power Rate Schedule during the next rate-setting process and bill the Federal agencies interest for late payments in the same manner that BPA charges other utilities interest.

120681

[Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems]. AFMD-83-36; B-210716. March 8, 1983. 8 pp.
Report to David A. Stockman, Director, Office of Management and Budget; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.
Refer to IMTEC-83-8, September 27, 1983, Accession Number 122673.

Issue Area: Automatic Data Processing: Improving How Agencies Satisfy Their Software Requirements (0116).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Office of Management and Budget; General Services Administration; Department of Commerce: National Bureau of Standards.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). Privacy Act of 1974.

Abstract: GAO identified a rapidly evolving problem relating to the acquisition and use of small computers by Federal agencies. GAO based its report on earlier findings and on current monitoring efforts of the automatic data processing performance at several agencies. **Findings/Conclusions:** GAO found that the use of small computers in the Government has advanced much faster than agency efforts to manage these resources. Existing guidance, directed toward large computers and centralized data processing, does not cover some of the unique aspects of the small computer environment. Present conditions allow waste and inefficiency in the short run and adversely affect broad policies and goals in the long run. GAO stated that lack of planning and guidance at all levels has allowed uncoordinated and uncontrolled proliferation of small computers. GAO concluded that, collectively, small computers constitute a large block of resources that need increased attention from data processing management. **Recommendation To Agencies:** The Office of Management and Budget

(OMB), working with the General Services Administration and the National Bureau of Standards in their respective areas of responsibility, should formulate policy and issue guidance to Federal agencies to provide the framework for a more informed, controlled, and systematic approach to the justification, acquisition, installation, and operation of small computers. The Director of OMB should ask the Reform 88 staff to: (1) specifically address the impact and implications of small low-cost computers; (2) report to him on how much and what kind of guidance is needed; and (3) make recommendations to him on the guidance to be issued on small computers.

120695

[Protest of Issuance of HHS Purchase Order]. B-209477. March 1, 1983. 2 pp.

Decision re: Dictaphone Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Dictaphone Corp.; Department of Health and Human Services; International Business Machines Corp.

Authority: 55 Comp. Gen. 1362. F.P.R. 1-4.1109-6.

Abstract: A firm protested the issuance of a purchase order by the Department of Health and Human Services (HHS) for word processing equipment. The protester contended that the equipment it offered met or exceeded the capability of the awardee's equipment at a lower price. However, the protester's proposal was submitted in response to a Commerce Business Daily (CBD) synopsis announcing an intent to place an order with the awardee to purchase equipment being leased from the awardee, and its proposal neither offered all of the equipment that HHS intended to procure nor was it the lowest proposal for the equipment offered. Federal procurement regulations provide for responses to the CBD synopsis to be evaluated to determine whether placing the order with the designated contractor would be most advantageous to the Government. HHS indicated that the additional equipment offered by the awardee was necessary for the equipment to be totally compatible. The protester argued that its equipment would satisfy the functional needs of HHS. GAO has consistently held that the determination of minimum needs is the responsibility of the contracting agencies. The agencies are in the best position to ascertain their needs due to familiarity with particular requirements and the situations in which the products will be used. Thus, GAO will not question an agency's determination of its minimum needs or the technical judgment forming the basis for the determination unless it is clearly shown to be unreasonable. Since the protester did not make such a showing GAO did not find the issuance of the order to be improper, and the protest was denied.

120713

Improvements Needed in the District's General Public Assistance Program. GGD-83-13; B-205015. March 3, 1983. 31 pp. plus 1 appendix (6 pp.).

Report to Marion S. Barry, Jr., Mayor, District of Columbia; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Income Security and Social Services: Non-Line-of-Effort Assignments (1351).

Contact: General Government Division.

Budget Function: General Purpose Fiscal Assistance: Other General Purpose Fiscal Assistance (852.0).

Organization Concerned: District of Columbia; District of Columbia: Department of Human Services.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations; District of Columbia Subcommittee; House Committee on District of Columbia; Senate Committee on Budget; Senate Committee on Appropriations; District of Columbia Subcommittee; Senate Committee on Governmental Affairs; Governmental Efficiency and the District of Columbia Subcommittee.

Authority: District of Columbia Public Assistance Act of 1962 (P.L. 87-807). District of Columbia Dep't of Human Resources Policy Handbook.

Abstract: GAO reviewed the District of Columbia's General Public Assistance (GPA) program and recommended specific action which it believes will enhance the District's administration of the program. **Findings/Conclusions:** GAO found that some recipients worked and earned income in excess of allowable earnings or received unemployment compensation while they received GPA benefits. Increased use of the reports which list recipients who may have earned wages or received unemployment compensation will ensure that correct payments are made to eligible recipients. Also, recipients need to be adequately informed of the program's eligibility requirements and the consequence of failure to report changes in their medical conditions or social status. Many recipients should not have been certified to receive GPA either because they were ineligible or because sufficient information was not available to make a determination of eligibility. Guidelines have not been developed to assist the District's Medical Review Team (MRT) in making determinations for GPA eligibility. In addition, since recipients referred for Supplemental Security Income (SSI) are not regularly certified, many continue to receive GPA benefits without a current medical evaluation. A GAO analysis of a sample of judgmentally selected cases showed that data concerning other recipients' periods of eligibility are not being accurately entered into the computer data base. **Recommendation To Agencies:** The Mayor should instruct the Department of Human Services (DHS) Director to establish procedures to require that all Match Recipient Reports (MRR's) be reviewed. Such reviews can be accomplished by distributing MRR's to caseworkers for preliminary review before complete investigation by the Office of Eligibility Review. The Mayor should instruct the DHS Director to prepare monthly MRR's for GPA recipients who received unemployment compensation benefits. The Mayor should instruct the DHS Director to develop guidelines for use by MRT for determining medical eligibility for GPA benefits. The Mayor should instruct the DHS Director to devise a new form, or revise existing forms, to strengthen the procedures concerning the requirement that recipients report changes in their medical condition or social status and the consequences of not reporting such changes. The Mayor should instruct the DHS Director to review all cases referred for SSI every 3 months and those cases determined not eligible for SSI should be reviewed for recertification for continued GPA benefits. Periodic reports should be made to management on the number of cases pending and the status of case reviews. The Mayor should instruct the DHS Director to ensure that all information concerning recipients' eligibility expiration dates in the computer data base is accurate and that all cases with past-due expiration dates are reviewed. The Mayor should instruct the DHS Director to emphasize to caseworkers the need to forward all medical reports to the MRT when they are received. The Mayor should instruct the DHS Director to seek authority to discontinue assistance in those cases where the recipient offers inadequate justification for refusing to act on referrals for training or treatment. The Mayor should instruct the DHS Director to implement procedures requiring followup and exchange of data on recipients referred for training/treatment. The Mayor should instruct the DHS Director to implement a quality control system for the GPA program. The Mayor should instruct the DHS Director to prepare and issue a procedure manual for the day-to-day operations of the GPA program.

ADP Bibliography

120717

Summaries of Conclusions and Recommendations on Department of Defense Operations. OISS-83-2; B-205879. March 4, 1983. 194 pp.

Report to Rep. Jamie L. Whitten, Chairman, House Committee on Appropriations; Sen. Mark O. Hatfield, Chairman, Senate Committee on Appropriations; by Charles A. Bowsher, Comptroller General.

Contact: Office of Information Systems and Services.

Budget Function: (050.0).

Organization Concerned: Department of Defense; Department of the Army; Department of the Air Force; Department of the Navy.

Congressional Relevance: House Committee on Appropriations; Senate Committee on Appropriations; *Rep. Jamie L. Whitten; Sen. Mark O. Hatfield.*

Abstract: This annual report presents summaries of GAO conclusions and recommendations resulting from its audits and other review work in the Department of Defense on which satisfactory legislative or administrative actions have not been taken. Information for this report was provided by an automated, centrally operated system, which was implemented by GAO in 1982 to allow regular followups of its recommendations by means of periodic tracking. **Findings/Conclusions:** The summaries include matters affecting appropriations of military departments and agencies and cover planning, budgeting and accounting, and analysis. Entries contain the following information: title of report, budget function, legislative authority, summary statement, findings or conclusions, recommendations and, where appropriate, status of recommendations and agency comments or action. Recommendations in these summaries are open as of October 1, 1982, and the status of each recommendation was reviewed during the last quarter of calendar year 1982.

120719

[National Defense Executive Reserve Program]. PLRD-83-51; B-167790. February 28, 1983. **Released** March 4, 1983. 2 pp. plus 1 enclosure (8 pp.).

Report to Rep. Berkley W. Bedell, Chairman, House Committee on Small Business; General Oversight Subcommittee; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Military Preparedness Plans: Effectiveness of Civil Preparedness Programs (0817).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Defense-Related Activities (054.0).

Organization Concerned: Federal Emergency Management Agency; Department of Transportation; Interstate Commerce Commission; Department of Commerce.

Congressional Relevance: House Committee on Small Business; General Oversight Subcommittee; *Rep. Berkley W. Bedell.*

Abstract: Pursuant to a congressional request, GAO examined the membership, recruitment, training, member assignments, funding, and data base adequacy of the National Defense Executive Reserve (NDER) Program. **Findings/Conclusions:** NDER, which is administered and evaluated by the Federal Emergency Management Agency (FEMA), is a Government-wide program for recruiting business executives and other civilians to serve the Government in key executive positions during national emergencies. Although FEMA has placed renewed emphasis on revitalizing the program, it has only recently made significant progress toward this goal. In 1982, FEMA updated regulations covering NDER activities, issued new member identification cards, and

began work on a training plan. However, GAO found that: (1) participation in the program by Federal agencies and overall membership remain low; (2) recruiting efforts vary among agencies; (3) most NDER units do not conduct regular training; (4) the program is minimally funded; and (5) the FEMA central data base on program membership is inaccurate and incomplete.

120720

Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies. OISS-83-1; B-205879. March 4, 1983. 586 pp.

Report to Rep. Jamie L. Whitten, Chairman, House Committee on Appropriations; Sen. Mark O. Hatfield, Chairman, Senate Committee on Appropriations; by Charles A. Bowsheer, Comptroller General.

Contact: Office of Information Systems and Services.

Budget Function: General Government (800.0).

Organization Concerned: Government-Wide.

Congressional Relevance: *House* Committee on Appropriations; *Senate* Committee on Appropriations; *Rep.* Jamie L. Whitten; *Sen.* Mark O. Hatfield.

Abstract: This annual report presents summaries of GAO conclusions and recommendations resulting from its audits and other review work in the Federal civil departments and agencies on which satisfactory legislative or administrative actions have not been taken. Information for this report was provided by an automated, centrally operated system, which was implemented by GAO in 1982 to allow regular followups of its recommendations by means of periodic tracking. **Findings/Conclusions:** The summaries include matters affecting appropriations of Federal civil departments and agencies and cover planning, budgeting and accounting, and analysis. Entries contain the following information: title of report, budget function, legislative authority, summary statement, findings or conclusions, recommendations and, where appropriate, status of recommendations and agency comments or action. Recommendations in these summaries are open as of October 1, 1982, and the status of each recommendation was reviewed during the last quarter of calendar year 1982.

120767

[U.S. Preparations for the 1983 Regional Administrative Radio Conference]. March 8, 1983. 9 pp.

Testimony before the House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee; by Lowell Dodge, Associate Director, GAO Resources, Community, and Economic Development Division.

Refer to RCED-83-121, March 4, 1983, Accession Number 120788.

Contact: Resources, Community, and Economic Development Division.

Organization Concerned: Department of State; Federal Communications Commission; Department of Commerce: National Telecommunications and Information Administration; National Aeronautics and Space Administration.

Congressional Relevance: *House* Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee.

Abstract: GAO presented testimony concerning its review of the preparatory activities of the principal Federal agencies involved in the 1983 Regional Administrative Radio Conference which will plan for the Western Hemisphere nations' implementation of broadcast satellite service and will determine the technical rules under which the service will operate. The conference is expected to decide on whether to approve a specific and detailed frequency allocation plan or the flexible allocation system which is

favored by the United States, and address the problems of sharing the designated broadcasting satellite service radio frequencies with existing communications satellites. GAO found that, while the agencies have been diligent in preparing for the technical issues to be addressed at the conference, managerial problems have hampered preparations. There have been delays in delegate confirmation and an unsettled matter concerning conflict of interest. Although each Federal agency is expected to fund conference activities important to its own responsibilities, overall planning has been difficult because of uncertainties concerning responsibilities. In addition, participating agencies have been experiencing budget constraints. Although a computer program has been developed to demonstrate alternative broadcasting satellite scenarios, an operating manual has not yet been developed for users, and a seminar to introduce delegates to the computer software is in doubt because of funding and scheduling difficulties. Finally, GAO noted that the extent to which the United States will participate in bilateral and multilateral meetings and seminars which will take place before the conference opens has yet to be decided.

120772

DOE's Decision To Defederalize the Bartlesville Energy Technology Center. RCED-83-109; B-210438. February 28, 1983. *Released* March 4, 1983. 4 pp. plus 1 appendix (15 pp.).

Report to Rep. Don Fuqua, Chairman, House Committee on Science and Technology; Rep. Philip R. Sharp, Chairman, House Committee on Energy and Commerce: Fossil and Synthetic Fuels Subcommittee; Rep. Michael L. Synar; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Issue Area: Energy: Better Government Development of Technologies To Use the Nation's Abundant Fossil Energy Resources (1673); Facilities and Material Management: Accuracy of Government Agencies' Estimates of Costs and Savings for Facility Realignments, Phase-Downs, Consolidations, and Closures (0729).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: Department of Energy; Department of Energy: Energy Technology Center, Bartlesville, OK.

Congressional Relevance: *House* Committee on Energy and Commerce: Fossil and Synthetic Fuels Subcommittee; *House* Committee on Science and Technology; *Rep.* Michael L. Synar; *Rep.* Philip R. Sharp; *Rep.* Don Fuqua.

Authority: Department of Interior and Related Agencies Appropriation Act, 1983 (P.L. 97-394).

Abstract: In response to a congressional request, GAO reported on: (1) alternatives which the Department of Energy (DOE) considered in making its decision to defederalize the Bartlesville Energy Technology Center and the cost/benefit analysis supporting that decision; and (2) the effects of the decision on the center's current employees, future research decisions, the Nation's energy supply balance, technology transfer, agreements with foreign governments and research work being performed for others. **Findings/Conclusions:** In making its decision to defederalize the Center, DOE identified and assessed a number of alternatives but made no cost/benefit analysis to support its decision. DOE officials explained that this analysis was not performed because they were unable to quantify the benefits. However, DOE believes that its decision will be cost effective because, as a privately operated facility, the center can market its research capabilities thereby reducing its overall operating costs. A GAO review of the solicitation for a non-Federal organization to enter into a cooperative agreement with DOE to run the center showed that: (1) although the center's employees will be subject

to a reduction-in-force, they will be given first right to accept positions for which they are qualified; (2) DOE is to have direct input in future research decisions at the center through various agreement participant reports, onsite monitoring, and review and approval of yearly work plans; (3) the center's technology transfer activities and any current agreements with foreign governments will remain a DOE responsibility, and DOE must approve any new research conducted for foreign governments; and (4) DOE plans do encourage the agreement participant to actively seek client financing to supplement Federal appropriations. As a privately operated facility, the participant could market the center's research capabilities to a larger portion of the private sector.

120777

FAA's Plan To Improve the Air Traffic Control System. AFMD-83-34; B-206887. February 16, 1983. Released March 16, 1983. 11 pp. plus 6 appendices (62 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing; Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Transportation Systems and Policies: Economy, Effectiveness, and Efficiency in the Management of FAA's Activities and Functions (2475).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Transportation; Federal Aviation Administration.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: Transportation Subcommittee; House Committee on Science and Technology: Transportation, Aviation and Materials Subcommittee; House Committee on Government Operations; Senate Committee on Budget; Senate Committee on Appropriations: Transportation Subcommittee; Senate Committee on Commerce, Science and Transportation; Rep. Jack Brooks.

Authority: H. Rept. 97-137.

Abstract: In response to a congressional request, GAO reviewed the Federal Aviation Administration's (FAA) planning, management, and acquisition of existing and future automated systems for air traffic control (ATC) and management. **Findings/Conclusions:** GAO found that the National Airspace System (NAS) Plan is a step in the right direction toward modernizing facilities and equipment and toward supporting needed engineering and research. However, FAA has not yet developed a comprehensive agencywide long-range plan and the NAS plan is incomplete because it does not address its long-range requirements. The NAS plan considers only the ATC system facilities and equipment, one of three major areas which make up the system. GAO also found that the management, planning, and acquisition of en route and terminal ATC automation projects have not been adequate. In addition, a review of communications and navigations projects disclosed technical problems, uncoordinated implementation schedules, and questionable user acceptance of the projects. GAO believes that FAA efforts to realign automation engineering functions and establish a central program office for the computer replacement project will help to improve management control; however, some automation functions still need to be integrated. FAA is experiencing delays and cost overruns in many systems and software development projects designed to implement safety and fuel efficiency improvements. On the communications projects which GAO reviewed, it found technical problems and a need for further testing and cost analysis. **Recommendation To Agencies:** The Secretary of Transportation should direct the FAA Administrator to implement a comprehensive planning process for NAS that will result in a long-range

plan. This process should provide a mechanism to: (1) define system requirements agencywide; (2) establish objectives, strategies, and priorities for these requirements; (3) coordinate preliminary or final results of ongoing reviews with implementation of the NAS plan; and (4) update the NAS plan and identify project priorities, contingencies, total and subsystem costs, and interdependencies. The Secretary of Transportation should direct the FAA Administrator to fully analyze and evaluate the appropriateness and cost/benefits of a firm fixed-price, cost-sharing, and cost-plus-a-fixed-fee contract for the computer demonstration, and report the results of this analysis to the Department of Transportation Acquisition Executive for determination of the most appropriate contract method before awarding the demonstration contract. The Secretary of Transportation should direct the FAA Administrator to strengthen the management function which would have the authority, responsibility, and accountability required to alleviate problems identified, and would satisfy the increased management demands of the major upgrade. The Secretary of Transportation should direct the FAA Administrator to assess and resolve promptly the identified critical communication issues. This should include: (1) enforcement of further testing to ensure that performance requirements are satisfied for the Microwave Landing System, Mode S, and the Traffic Alert and Collision Avoidance System before implementation proceeds; (2) assurance of user acceptance of Mode S, the Traffic Alert and Collision Avoidance System, and the Flight Service Station Automation Project before proceeding with full implementation; (3) reevaluation of total costs and benefits of the Traffic Alert and Collision Avoidance System before implementation; and (4) reassessment of costs and benefits to Flight Service Station Automation Project users so that a decision can be made about implementing the program.

120782

Costs and Uses of Remote Sensing Satellites. RCED-83-111; B-210820. March 4, 1983. Released March 4, 1983. 4 pp. plus 4 appendices (13 pp.).

Report to Rep. Harold L. Volkmer, Chairman, House Committee on Science and Technology: Space Science and Applications Subcommittee; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Issue Area: Environmental Protection Programs: Effectiveness of Environmental Protection Regulatory Strategies and Their Balance With Other Priorities (2227).

Contact: Resources, Community, and Economic Development Division.

Budget Function: General Science, Space, and Technology: Space Science, Applications, and Technology (254.0).

Organization Concerned: National Oceanic and Atmospheric Administration; National Oceanic and Atmospheric Administration: National Weather Service; Department of Commerce.

Congressional Relevance: House Committee on Science and Technology: Space Science and Applications Subcommittee; Rep. Harold L. Volkmer.

Abstract: GAO was requested to provide background information concerning a possible transfer of the Federal Government's civil remote sensing satellites, which includes both Landsat and weather satellites, to the private sector. Specifically, GAO determined: (1) what Landsat and weather satellite data the various Federal agencies are using and how much they are paying for the service; (2) whether the National Oceanic and Atmospheric Administration's (NOAA) fiscal year (FY) 1983 budget estimate that Federal agencies will pay approximately \$10 million for Landsat services is well supported; (3) the total Federal investment in Landsat and the weather satellites; and (4) what market studies have been done to determine the feasibility of a profitmaking satellite system. **Findings/Conclusions:** GAO found that, in FY 1982, the

Federal Government received about 25 percent of the 68,000 Landsat products distributed worldwide. Some Federal agencies have paid for the data and other agencies received data at virtually no cost. At the time NOAA prepared its FY 1983 budget, the \$9.8 million estimate appeared reasonable. However, according to NOAA and the National Aeronautics and Space Administration, the Federal Government's total cost for building and launching the current satellite system will reach almost \$1 billion by the end of FY 1983. About \$573.1 million is the cost for Landsat and \$421.7 million for weather satellites. GAO reviewed five federally sponsored evaluations of the usefulness of earth sensing satellites. The studies identified present and potential uses of satellite data and estimated its value. The value estimates, which ranged from about \$40 million to \$35 billion annually, were rough and depended upon many assumptions. The high estimate included worldwide benefits while the low estimate represented only U.S. benefits. None of the studies provided a sufficient basis for determining the current feasibility of a profit-making system.

120787

Changing Medicaid Formula Can Improve Distribution of Funds to States. GGD-83-27; B-205047. March 9, 1983. 59 pp. plus 4 appendices (42 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Intergovernmental Policies and Fiscal Relations: Identifying Improvements in Federal Aid for Formulas To Achieve More Equitable Fund Distribution (0409).

Contact: General Government Division.

Budget Function: Income Security: Other Income Security (609.0).

Organization Concerned: Department of Health and Human Services.

Congressional Relevance: Congress.

Authority: Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35; 95 Stat. 806). Social Security Act. P.L. 89-97. H.R. 4904 (96th Cong.). S. 2584 (97th Cong.). 95 Stat. 807.

Abstract: In response to an Omnibus Budget Reconciliation Act of 1981 mandate, GAO evaluated the Medicaid formula relative to narrowing differences between program benefits provided by States, providing a more equitable distribution of tax burdens between the richer and poorer States, and reducing the rate of increase in Federal Medicaid funding. **Findings/Conclusions:** GAO found that changes can be made to the formula which would result in a more equitable distribution of Federal Medicaid funds to States. The current formula uses per capita income as an indicator of the size of the needy population which the program is intended to serve and as an indicator of a State's tax base. GAO believes that the distribution of Federal funding to States is not as equitable as it could be, because per capita income does not measure either completely. Under the formula, States with high per capita incomes receive a smaller Federal share of Medicaid expenditures. A GAO study shows that, although the use of per capita income compensates for varying State taxing capacities, the poorer States would still have to shoulder significantly higher tax burdens if they were to provide benefits comparable to the wealthier States. Per capita income is also an incomplete measure of a State's capacity to pay for the services it provides. GAO believes that the Representative Tax System measures a much greater range of a State's potential revenue sources and is therefore a more complete measure of true tax capacity. Finally, GAO also noted that the 1981 act could lead to greater program disparities and tax burden inequities among States.

120788

U.S. Preparations for an International Conference on Broadcast Satellites. RCED-83-121; B-210778. March 4, 1983. Released March 8, 1983. 7 pp. plus 3 appendices (22 pp.).

Report to Rep. Glenn L. English, Chairman, House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee; by Baltas E. Birkle, (for J. Dexter Peach, Director), GAO Resources, Community, and Economic Development Division.

Issue Area: Communications: Management, Planning, Development, Acquisition and Use of Federal Communications (3710).

Contact: Resources, Community, and Economic Development Division.

Budget Function: National Defense: Telecommunications and Radio Frequency Spectrum Use (Military-Related) (051.4).

Organization Concerned: Department of State; Department of Commerce; Federal Communications Commission.

Congressional Relevance: House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee; Rep. Glenn L. English.

Abstract: In response to a congressional request, GAO provided information on the technical, diplomatic, and policy preparations taken by Federal agencies for the Regional Administrative Radio Conference to be held in 1983. This conference will plan for multi-nation broadcasting satellite service implementation in the Western Hemisphere and will consider problems of sharing the its radio frequencies with existing communications satellite services. **Findings/Conclusions:** GAO found that interagency committees have helped coordinate both policy and technical preparations for the conference, an initial steering group has been formed, and a senior-level interagency group will review the U.S. positions developed for the conference. A working group has discussed technical issues to be addressed at the conference and has formed a computer user group to help facilitate computer use at the conference and to keep agency representatives informed about individual agency preparatory activities. Individual Federal agencies have been responsible for those items which affect them most directly. In addition, the Federal Communications Commission has established an advisory committee which helped integrate private sector views on broadcasting satellite service into conference preparations. Action has yet to be taken on presidential approval of the delegation list. Each Federal agency, for the most part, will fund conference activities related to its own responsibilities. However, agency officials feel that this makes overall planning difficult because no agency is sure whether it is responsible for funding given activities, and budget cuts have made planning for future conferences difficult. A multi-lateral seminar which might enhance both technical and interpersonal relationships is presently in doubt because of funding and scheduling difficulties, and a planned computer seminar has been delayed due to lack of software.

120798

[Protest of NIH Contract Award]. B-210948. March 15, 1983. 1 p. Decision re: Software Services, Inc. of Arlington; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Software Services, Inc. of Arlington; National Institutes of Health.

Authority: 4 C.F.R. 21.2(a). B-209964 (1982).

Abstract: A firm protested the award of a contract to perform front end microprocessor support for data bank projects under a small business set-aside issued by the National Institutes of Health (NIH). The protester asserted that the awardee was not a legal entity either during the course of negotiations or at the time of award and that the awardee was afforded preferential treatment by NIH. This protest was filed 3 months after the agency's

adverse action. GAO will not review a protest filed more than 10 working days after notice of initial adverse agency action. Accordingly, the protest was dismissed.

120827

[Protest of Cost-Plus-Fixed-Fee Contract Award]. B-207311. March 16, 1983. 11 pp.

Decision re: Electronic Data Systems Federal Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Electronic Data Systems Federal Corp.; Systems Research Laboratories, Inc.; Department of the Air Force: Air Force Systems Command: Aeronautical Systems Division.

Authority: 4 C.F.R. 21.3(c). 55 Comp. Gen. 244. D.A.R. 3-805. D.A.R. 13-502. D.A.R. 13-503. B-181075 (1974). B-197855 (1981). B-204672 (1982). B-204827 (1982). B-205380 (1982). B-205483 (1982). B-205890 (1982). B-206268 (1982). B-206881 (1982).

Abstract: A firm protested an Air Force contract award for computer maintenance services to the incumbent contractor. The protester alleged that the Air Force: (1) unreasonably added material costs to its proposal and improperly used such cost information for cost evaluation purposes; (2) held discussions after the receipt of best and final offers in violation of Defense Acquisition Regulations; (3) lacked a reasonable basis for finding that the awardee's technical superiority outweighed its added cost to the Government; and (4) was unreasonably dilatory in its response to the protest. GAO stated that an administrative judgment as to whether a proposal's proposed costs and the technical approach involved are realistic will not be disturbed by GAO unless it is shown to be arbitrary. In this case, GAO found the cost adjustment to be reasonable and that, although on notice of a mistaken assumption, the protester failed to correct a problem. Moreover, no prejudice to the protester resulted from the adjustment of costs since it remained the low offerer and since technical considerations formed the basis of the Air Force's selection decision. GAO found that: (1) the contention that the Air Force arbitrarily added costs onto its proposal was unsupported by the record; (2) the discussions which were held with the protester after the receipt of best and final offers were merely for administrative clarification and, therefore, permissible under Defense Acquisition Regulations; (3) there was ample support in the record for the Air Force's determination that the awardee's technical superiority outweighed its additional cost; and (4) the late receipt of an agency report does not provide a basis for GAO to disregard the information. Accordingly, the protest was denied.

120836

[Protest of Selection of Awardee Under Navy RFP]. B-208009. March 17, 1983. 19 pp.

Decision re: Information Network Systems; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Information Network Systems; GRD Corp.; Department of the Navy: Naval Material Command: Naval Air Development Center.

Authority: 4 C.F.R. 21.2(a). 51 Comp. Gen. 479. 52 Comp. Gen. 358. 52 Comp. Gen. 365. 52 Comp. Gen. 466. 52 Comp. Gen. 870. 53 Comp. Gen. 240. 53 Comp. Gen. 247. 54 Comp. Gen. 169. 54 Comp. Gen. 783. 55 Comp. Gen. 244. 55 Comp. Gen. 656. 55 Comp. Gen. 1111. 56 Comp. Gen. 201. 56 Comp. Gen. 312. 57 Comp. Gen. 347. B-184194 (1977). B-184402 (1976). B-187160 (1977). B-187745 (1977). B-188472 (1977). B-189725 (1978). B-190178 (1978). B-190143 (1978).

B-193240 (1979). B-197123 (1980). B-207149.2 (1982).

Abstract: A firm protested a Navy contract award for maintenance services for an information system. The protester contended that: (1) the Navy's proposal evaluation was unreasonable and arbitrary; (2) it should have been selected for award as the lowest cost technically acceptable bidder; (3) the Navy did not treat all offerers equally during the procurement; (4) discussions held regarding its technical proposal were inadequate; and (5) the Navy discriminated against the protester because it was a woman-owned firm. The request for proposals (RFP) specified that technical approach, management, experience, and manpower allocation would all be weighted more heavily than cost as evaluation factors. The determination of the relative merits of a proposal is primarily a matter of administrative discretion which GAO will not disturb absent a showing that it is arbitrary or in violation of procurement regulations. GAO found that the Navy's evaluation of the proposed technical approaches, management plans, and experience was reasonable. As a result, GAO found that the agency's decision to award the contract to the firm which was superior in these factors over a lower priced bidder was reasonable. In addition, GAO found that the protester's argument that the lowest evaluated offer should receive the award was an untimely challenge to the RFP evaluation criteria, since a protest based on alleged improprieties in a solicitation which are apparent prior to the closing date for receipt of proposals must be filed prior to that date. Further, the record showed that the awardee was not able to revise its proposal due to discussions which it held with the Navy; therefore, the protest on this matter was without merit. In addition, GAO found that the Navy did not mislead the protester during discussions and that the content and extent of the discussions were reasonable. GAO stated that agencies are not obligated to afford offerers all-encompassing negotiations and the content and extent of discussions are a matter of judgment primarily for determination by the agency involved and not subject to question by GAO unless they are without a reasonable basis. The record showed that the content and extent of the discussions held were reasonable. GAO found no evidence of discrimination against the protester as a woman-owned firm. Accordingly, the protest was denied.

120842

[Protest of USDA Contract Award]. B-208879. March 16, 1983. 5 pp.

Decision re: NCR Comten, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of Agriculture; NCR Comten, Inc.; Amdahl Corp.

Authority: 54 Comp. Gen. 29. F.P.R. 1-4.1109-6. F.P.R. 1-4.1109-6(g)(2)(ii). F.P.R. 1-1.1003-2. F.P.R. 1-3.103(a). F.P.R. 1-4.1109-3. B-208878 (1982).

Abstract: A firm protested the award of a contract under a request for proposals (RFP) issued by the Department of Agriculture (USDA) for a front-end processor computer. The protester contended that USDA deliberately excluded it from an opportunity to submit a proposal for the requirement and requested that the award be terminated and the requirement resolicited. The protester pointed out that USDA failed to synopsise the RFP, send it a copy of the RFP, or otherwise notify it of the solicitation despite its protest against a prior announced related award. The protester also contended that USDA neglected to test its computer because the software contractor lacked the technical expertise to properly use the protester's computer; however, USDA never notified the protester that its equipment was not suitable. GAO has held that a solicitation need not be canceled solely because an offerer did not receive a copy of the solicitation where adequate competition resulted in reasonable prices and

where there was no deliberate or conscious intent on the part of the procuring agency to preclude an offerer from competing. GAO concluded that the protester was neither deliberately nor improperly precluded from competing and USDA had received three technically acceptable proposals with reasonable prices. In addition, GAO concluded that USDA was not obligated to synopsise the RFP after it previously had synopsized the requirement and invited competition. The protester's allegation that the software requirement limited competition to one firm was disproved since competition was obtained under the requirement. Accordingly, the protest was denied.

120889

[The Functions and Activities of the Arms Control and Disarmament Agency]. March 24, 1983. 10 pp.

Testimony before the House Committee on Foreign Affairs: International Security and Scientific Affairs Subcommittee; by Frank C. Conahan, Director, GAO International Division.

Contact: International Division.

Organization Concerned: United States Arms Control and Disarmament Agency.

Congressional Relevance: House Committee on Foreign Affairs: International Security and Scientific Affairs Subcommittee.

Authority: Arms Control and Disarmament Act.

Abstract: GAO discussed the results of its inquiry into the ability of the Arms Control and Disarmament Agency (ACDA) to carry out its major responsibilities. At a time when arms control issues are growing in number and complexity, the overall staffing level of ACDA has fallen to its lowest point in several years. Added to the staffing and leadership issues are the questions raised by certain recent management actions. The formulation of the Nation's arms control policies is the single most important function of ACDA. ACDA also has responsibility for preparing and managing participation in international negotiations in the arms control and disarmament field under the direction of the Secretary of State. Although ACDA is involved in developing arms control policy as a member of more than 20 interagency policymaking bodies, it heads none of them. The agency is charged with conducting, supporting, and coordinating research for arms control and disarmament. Most external research projects are in the verification area. ACDA is responsible for providing executive branch policymakers and Congress with reports on compliance with particular treaties and information on the verifiability of proposed treaties. GAO also focused on certain management issues and actions which it believes should be explored with ACDA officials. These involve: (1) the lack of internal audits; (2) numerous and sometimes contradictory reorganizations within a very short timeframe; and (3) reduction of ACDA computer support.

120893

HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management. RCED-83-78; B-210607. March 14, 1983. Released March 21, 1983. 30 pp.

Report to Sen. William Proxmire; by J. Dexter Peach, Director, GAO Research, Community, and Economic Development Division.

Refer to Testimony, May 25, 1983, Accession Number 121488.

Issue Area: Domestic Housing and Community Development: Preserving the Nation's Housing Stock by Improving the Servicing and Management of Federal Housing (2130).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Community and Regional Development: Community Development (451.0).

Organization Concerned: Department of Housing and Urban Development.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: HUD-Independent Agencies Subcommittee; House Committee on Banking, Finance and Urban Affairs; Senate Committee on Budget; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Banking, Housing and Urban Affairs; Sen. William Proxmire.

Authority: Executive Order 12352. OMB Circular A-76.

Abstract: In response to a congressional request, GAO evaluated the Department of Housing and Urban Development's (HUD) reply to formal congressional questions concerning the HUD Region III contract and proposed nationwide contract with the private sector for loan services. HUD plans to utilize the private sector contracts to improve the servicing of HUD-held mortgages resulting in increased revenues from the collection of outstanding debt. **Findings/Conclusions:** GAO found that, since HUD has limited data on its own past performance and costs in collecting debts, it has had difficulty in establishing a basis for comparing the Region III contractor's work against its own. To help monitor performance, HUD plans to develop an automated system for comparing its performance with the contractor's HUD performance. Regarding the monitoring of the Region III contractor's work, HUD has not made the required quarterly visits to the contractor's site to evaluate its performance. Furthermore, GAO stated that the initial provisions of the Region III contract governing the contractor's basic payment fee were not clearly spelled out nor fully understood by HUD officials. GAO concluded that the HUD response to the questions was incomplete, its procurement practices for the Region III contract was deficient in several respects, and some of the problems identified with the Region III contract may apply to the nationwide contract. **Recommendation To Agencies:** The Secretary of HUD should direct that the basis used in reevaluating the contractor's fee for the Region III contract and in evaluating the variables that will impact on assigning a value to the escrow funds for negotiating the fee for the nationwide contract be fully supported and documented in the contract files. The Secretary of HUD should direct that HUD develop a cost-effective system(s) for comparing HUD and contractor performance and for reporting on debt collection activities. To assist in ensuring the system(s) represent a sound and consistent basis for reporting and that the costs of the system(s) do not exceed the anticipated benefits, the Department should utilize the expertise of its Policy Development and Research staff. The Secretary of HUD should direct that the onsite monitoring visits by HUD be conducted as required and that the report on the results of the visits be provided to the contractor in a timely manner. The Secretary of HUD should direct that the Region III contract be further modified to make clear the payment provisions regarding partial payments, bringing delinquencies current resulting from a series of no monthly payments, carrying credits resulting from overpayments to subsequent months, and how fees will be computed for lump-sum payments collected through workout agreements. Also, similar steps for the proposed nationwide contract should be taken if HUD decides to retain the Region III payment provisions. The Secretary of HUD should direct that contractor recommendations for workout agreements and foreclosure actions be closely monitored. To assist in strengthening HUD approval of contractor recommendations, HUD should implement the recommendations in the Office of Inspector General's report of October 20, 1982, and take the action outlined in the June 18, 1982, policy memorandum for designating staff in each office to become proficient in areas of workout and modification analysis. The Secretary of HUD should direct that the responsibility for the contract administration for loan servicing and accounting contracts for HUD-held multifamily mortgages be given to the Office of Procurement and contracts under the Assistant Secretary for

Administration. The Secretary of HUD should direct that a detailed evaluation be performed of the many variables that impact on assigning a value to the escrow funds for negotiating a fee for the nationwide contract. The Secretary of HUD should direct that the Region III contractor's fee be reevaluated on its anniversary in accordance with the prospective price redetermination clause of the contract.

120896

Spreading Commuter Work Hours Could Reduce Transit Costs. RCED-83-17; B-209596. March 17, 1983. 45 pp. plus 9 appendices (24 pp.).

Report to Elizabeth H. Dole, Secretary, Department of Transportation; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Issue Area: Transportation Systems and Policies: Effectiveness of the Mass Transit Assistance Program in Achieving Its Goals Relating to Efficiency, Mobility, Congestion, Pollution, and Energy (2426).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Transportation: Ground Transportation (401.0).

Organization Concerned: Department of Transportation; Urban Mass Transportation Administration.

Congressional Relevance: House Committee on Appropriations: Transportation Subcommittee; House Committee on Public Works and Transportation; Senate Committee on Appropriations: Transportation Subcommittee; Senate Committee on Commerce, Science and Transportation.

Authority: Urban Mass Transportation Act of 1964 (49 U.S.C. 1601). Federal Aid Highway Act (23 U.S.C. 101). Public Transportation Act of 1982 (P.L. 97-424).

Abstract: GAO examined six subway, streetcar, and bus routes in Philadelphia and Pittsburgh, Pennsylvania, to see whether peak transit demand could be relieved by spreading commuter work-hours. GAO undertook this study because transit authorities are experiencing a financial drain during peak period service and there have been initiatives to change employee work-hours. **Findings/Conclusions:** GAO found that, if the present rush hour were spread evenly over a period longer than the approximately 30-minute peak period that now exists, fewer transit vehicles would be needed on these routes. Vehicles could make more trips during the extended period and still carry the same number of passengers. On the six routes examined, GAO estimated that potential long-term savings of \$4 to \$44 million could result from rehabilitating vehicles or purchasing fewer vehicles and annual labor costs could be reduced up to \$400,000. Outside of the peak period, more than half of the equipment is sometimes idle or underutilized. GAO believes that the potential for savings identified on the six transit routes studied also exists on other routes and that the potential Federal savings due to reduced vehicle requirements could be significant. A GAO questionnaire sent to large employers in the cities showed that over half of their employees already had some kind of variable work schedule and the potential for spreading variable work schedules exists. Nearly half of the employers with fixed work-hours said that they could shift starting times easily or with little impact on operations. Employees who received the GAO questionnaire also expressed a willingness to change starting and finishing times away from peak periods. Finally, GAO noted that the Urban Mass Transportation Administration's (UMTA) own efforts to encourage the spreading of employee work-hours have been modest. **Recommendation To Agencies:** The Secretary of Transportation should direct the Administrator of UMTA to require areas that can benefit by spreading work hours to address variable work-hours programs in their transportation improvement plans. The Secretary of Transportation should direct the Administrator of UMTA to determine

which urban areas have a peaking problem that can be alleviated by additional spreading of employee work-hours. The Secretary of Transportation should direct the Administrator of UMTA to establish guidance for local transit authorities, planning organizations, employers, and others to use in establishing and operating variable work-hours programs. The Secretary of Transportation should direct the Administrator of UMTA to give preference in receiving discretionary funds for purchases of vehicles to urban areas that have established variable work-hours programs in which the transit authority is an active participant and to those urban areas that tried to establish a program but were unable to do so. Transportation authorities that do not participate in variable work-hours programs should be required to demonstrate acceptable reasons for not participating before they receive grants to purchase vehicles.

120925

Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs. GGD-83-50; B-210890. March 25, 1983. 9 pp.

Report to William French Smith, Attorney General, Department of Justice; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Information Management: Better Use of Information Technology To Achieve Agency Goals (4222); Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Law Enforcement and Crime Prevention: Effectiveness of Federal Efforts To Develop Criminal Justice Data, Management Information, and Systems (0571).

Contact: General Government Division.

Budget Function: Administration of Justice: Federal Litigative and Judicial Activities (752.0).

Organization Concerned: Department of Justice.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations; House Committee on the Judiciary; Senate Committee on Budget; Senate Committee on Appropriations; Senate Committee on the Judiciary.

Abstract: GAO reviewed the development and use of the Department of Justice's case management information system. **Findings/Conclusions:** The system, developed by the Justice Information Systems Center, has cost over \$100,000 to develop and operate. Although the system was intended to meet departmental and congressional information needs, these needs were not properly defined before system development. Consequently, the system was not effectively designed to meet the needs of its intended users. As a result, the system has not produced any reports for departmental or congressional users, and none of the intended users has requested information from the system though it has been operating for over a year. GAO found that the system is of little use to Congress or Justice because it contains limited information on only a portion of the Justice's overall workload and that, because the system's data base is not reliable, it does not provide reliable information. **Recommendation To Agencies:** The Attorney General should not authorize any additional funds to modify or enhance the existing departmental case management information system until departmental and congressional information needs have been fully identified and a plan developed and approved to redesign the system to provide the needed information. The Attorney General should establish a rigorous data management program, as part of the Department's information resources management program, to standardize and control data elements, definitions, and codes so that uniform, accurate, and complete case management information can be provided to Department management and Congress. The Attorney General should continue the involvement of top-level management through the Task Group on Automated Legal Support

Systems to encourage the active participation of all levels of the organization in meeting departmental and congressional case management and workload information needs.

120928

A Strategy Is Needed To Deal With Peaking Problems at International Airports. GGD-83-4; B-208444. March 24, 1983. Released March 28, 1983. 29 pp. plus 10 appendices (27 pp.).

Report to Rep. Sam M. Gibbons, Chairman, House Committee on Ways and Means: Trade Subcommittee; by Charles A. Bowsher, Comptroller General.

Contact: General Government Division.

Budget Function: Administration of Justice: Federal Law Enforcement Activities (751.0).

Organization Concerned: Department of the Treasury; United States Customs Service; Department of Justice: Immigration and Naturalization Service; Department of Agriculture: Animal and Plant Health Inspection Service.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Ways and Means: Trade Subcommittee; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Finance: International Trade Subcommittee; Rep. Sam M. Gibbons.

Authority: Customs Procedural Reform and Simplification Act of 1978. 49 U.S.C. 1382(a)(1). 49 U.S.C. 1384.

Abstract: In response to a congressional request, GAO examined how rescheduling international flight arrivals might ease the problems caused by multiple arrivals within a short time period and the effect of multiple arrivals on the Federal inspection process. Assuming no change in the Federal agencies' staffing levels, GAO developed a computerized simulation program which attempted to spread out flight arrivals without violating any airport's curfew and gave some consideration to travelers' preferences for arrival and departure times. **Findings/Conclusions:** GAO found that, under its alternative simulated flight arrival schedule, the average time spent waiting to complete the airport inspection process could be reduced by approximately 50 percent. Over 99 percent of the passengers could be processed within an hour. Currently, only 48 percent of the arriving passengers are processed within that time. The impact of schedule changes on aircraft and crew utilization and connecting flights is unknown; however, the analysis indicated that rescheduling may not need to be extensive to produce a sharp drop in the length of time a traveler waits to enter the country. The need for rescheduling would also be affected by the extent to which other alternatives could be used to speed the entry of travelers. Foreign airports have successfully rescheduled flights to reduce airport congestion problems. In addition, the Federal Aviation Administration began to use scheduling controls on a limited basis to keep the air carriers' landing and departure rights during peak periods in line with takeoff and landing capacity at certain congested domestic airports. Finally, air carriers periodically form scheduling committees to decide how flight arrival and departure slots will be allocated. GAO found that the landing rights policies and procedures of the Customs Service have not been effective and have come under increasing attack by the air carriers as being arbitrary and discriminatory. Customs has considered several alternative procedures but none have been adopted. **Recommendation To Agencies:** The Secretary of the Treasury, in cooperation with the other Federal inspection agencies, should establish criteria for identifying the existence of peaking problems at airports, based primarily on the number of international travelers that can be efficiently and timely handled by the Federal inspection system, as currently configured or potentially enhanced. The Secretary of the Treasury should develop a strategy to deal with the problems of

peaking. Such strategy should include an assessment of alternatives including controlling the timing of flight arrivals if timely entry of travelers cannot be improved through other alternatives. Further, the Secretary, in conjunction with the airlines and other concerned Federal agencies, should reconsider the procedures for allocating landing rights.

120952

Do It Yourself: Compare and Improve Your Payroll System. April 1981. 81 pp.

by Susumu Uyeda, Executive Director, GAO Office of the Joint Financial Management Improvement Program.

Contact: Accounting and Financial Management Division: Office of the Joint Financial Management Improvement Program.

Abstract: The Joint Financial Management Improvement Program surveyed selected civilian payroll systems in the Federal Government to create a guide which would help agencies redesign and update their payroll systems. This guide describes the special features and unique characteristics of the different systems. **Findings/Conclusions:** During the project, GAO found that two major Federal departments are implementing a payroll system that was developed and used by another major Federal department. By adopting a payroll system already in existence, the two departments will be able to avoid large initial investments in the design, programing, and implementation of the system and it will be operational much sooner. GAO feels that better payroll systems can be developed at less cost through the process of sharing.

120953

FCC Needs To Monitor a Changing International Telecommunications Market. RCED-83-92; B-210512. March 14, 1983. Released March 30, 1983. 46 pp.

Report to Rep. Glenn L. English, Chairman, House Committee on Government Operations: Government Information and Individual Rights Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Communications: Appropriateness of Communications Regulatory Policies and Methods (3705).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission; Federal Communications Commission: Common Carrier Bureau.

Congressional Relevance: House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Energy and Commerce; House Committee on Government Operations: Government Information and Individual Rights Subcommittee; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Senate Committee on Commerce, Science and Transportation; Rep. Glenn L. English.

Authority: Communications Act of 1934 (47 U.S.C. 151 et seq.). Communications Satellite Act of 1962 (47 U.S.C. 701 et seq.). International Record Carrier Competition Act (P.L. 97-130).

Abstract: In response to a congressional request, GAO examined whether the Federal Communications Commission (FCC) can effectively monitor and gauge the impact of recent FCC and congressional actions designed to increase competition in the international telecommunications market by reducing the entry barriers for the U.S. portion of the market. **Findings/Conclusions:** GAO found no general consensus that these actions would increase competition in the international market. Further, FCC does not monitor market development and cannot measure or gauge the competitive impact of its decisions on the market. The Common

Carrier Bureau, responsible for implementing these decisions, recognizes the importance of monitoring the industry, but stated that its strained resources have made it difficult to track industry development. Therefore, GAO believes that, unless FCC develops an industry analysis capability, it cannot adequately measure market competitiveness to ensure that its actions are having the desired market behavior effects. **Recommendation To Agencies:** The Chairman, FCC, should establish within the Common Carrier Bureau an industry analysis section to monitor industry structure. The Chairman should consider reassigning available positions within FCC to provide the necessary staff. The section should evaluate the cumulative effect that FCC decisions are having on market competitiveness so that appropriate regulatory programs and policies can be implemented if the market does not respond as intended. The Chairman, FCC, should direct the Common Carrier Bureau to use this same capability to ensure that intermodal competition is developing and to allow FCC to intervene in facilities authorization if necessary to correct any imbalance.

120970

The District of Columbia Can Pay More Vendors on Time. GGD-83-38; B-207327. April 1, 1983. 21 pp. plus 2 appendices (7 pp.).

Report to Marion S. Barry, Jr., Mayor, District of Columbia; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Accounting and Financial Reporting: Non-Line-of-Effort Assignments (2851).

Contact: General Government Division.

Budget Function: General Purpose Fiscal Assistance: Other General Purpose Fiscal Assistance (852.0).

Organization Concerned: District of Columbia; District of Columbia: Office of the Controller.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: District of Columbia Subcommittee; House Committee on District of Columbia; Senate Committee on Budget; Senate Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on Governmental Affairs: Governmental Efficiency and the District of Columbia Subcommittee.

Authority: Prompt Payment Act (P.L. 97-177).

Abstract: GAO identified problems that the District of Columbia experiences in making timely payments to vendors; it also estimated costs to both the District and its vendors resulting from untimely payments. **Findings/Conclusions:** GAO estimated that, in fiscal year 1981, only 28 percent of the District's vendor payments were paid within 30 days which resulted in a loss of about \$383,000 in purchase discounts. Late payments also cost vendors an estimated \$612,000 for lost investment income or borrowing expenses. GAO believes that late payments damage the District's reputation, erode its competitive base and may result in higher prices, poorer quality goods and services, and fewer discounts. Although the District eliminated late utility bill payments by centralizing the payment function in the Department of General Services, this created lost investment earnings due to early payments, which were estimated at about \$204,000 over a 1-year period. **Recommendation To Agencies:** The Mayor, District of Columbia, should assign responsibility to the Office of the Controller for improving District-wide vendor payment performance and require the Controller to perform postaudits to ensure compliance with established procedures, policies, and internal controls. The Mayor, District of Columbia, should assign responsibility to the Office of the Controller for improving District-wide vendor payment performance and require the Controller to proceed with implementation of a vendor information subsystem in the Financial Management System. The Mayor, District of

Columbia, should assign responsibility to the Office of the Controller for improving District-wide vendor payment performance and require the Controller to emphasize the importance of agencies' processing payments quickly so bills can be paid on time and require priority handling of payments to vendors offering purchase discounts. The Mayor, District of Columbia, should assign responsibility to the Office of the Controller for improving District-wide vendor payment performance and require the Controller to standardize all policies, procedures, and documents relating to the payment process and consolidate them in a single, comprehensive manual. The Mayor, District of Columbia, should assign responsibility to the Office of the Controller for improving District-wide vendor payment performance and require the Controller to develop time standards for the payment process, generate Financial Management System reports on the timeliness of payments and on prompt payment discounts lost and taken, and monitor and report on the billpaying performance of individual agencies. The Mayor, District of Columbia, should assign responsibility to the Office of the Controller for improving District-wide vendor payment performance and require the Controller to develop a plan to eliminate the delay caused by the cash management policy and replace it with a system that calculates due dates and schedules payments to be made when due. The plan could be implemented over a period of time to minimize the impact of cash flow.

120971

Funds Needed To Develop CPI Quality Control System. GGD-83-32; B-201604. April 1, 1983. 35 pp. plus 2 appendices (5 pp.) Report to Congress; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Information Management: Efficiency and Effectiveness of Efforts To Obtain Federal Price Statistics (4208).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Department of Labor; Office of Management and Budget.

Congressional Relevance: House Committee on Appropriations: Interior Subcommittee; House Committee on Education and Labor; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Labor and Human Resources; Congress.

Abstract: GAO reviewed the manner by which the Bureau of Labor Statistics (BLS) collects and processes data for the Consumer Price Index (CPI) and pointed out the need for better controls over the quality of that data. **Findings/Conclusions:** GAO found no evidence that the reliability of the national CPI has been compromised by bad data, although it did identify shortcomings in the BLS control mechanism that could permit quality problems to go undetected or uncorrected. GAO noted that BLS procedures for collecting and processing CPI data provide a good base for reliable information. However, without a system that allows management to assess data quality and identify any trouble spots, there is no guarantee that the procedures are being effectively implemented. The most significant example of this inadequate control is the BLS Quality Assurance Program, which was intended to provide BLS headquarters with information on the type and extent of errors occurring in the data collection process. That program has fallen far short as an effective control mechanism. BLS knows that its controls over CPI data quality are inadequate and has asked for funds that would allow it to design a quality control system in its budget submission for fiscal year 1983. Those funds, however, were deleted from the President's budget. **Recommendation To Congress:** Congress should approve funding requests to design a quality control system for the CPI. **Recommendation To Agencies:** The Secretary of

Labor should direct BLS to assess all aspects of the CPI program to identify ways it can better ensure CPI data accuracy, within the current budget environment, until a formal quality control system is implemented, and attach appropriate warnings to the local area CPI's so users are aware of BLS concerns about the reliability of those indexes.

120974

[Protest of Air Force Determination To Exclude Proposal From the Competitive Range]. B-208882. March 31, 1983. 6 pp.
Decision re: Syscon Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Syscon Corp.; Department of the Air Force.

Authority: 55 Comp. Gen. 60. B-204701 (1982). B-205513 (1982). B-205570 (1982). B-206405 (1982).

Abstract: A firm protested an Air Force determination to exclude its proposal from the competitive range as technically unacceptable under a request for proposals (RFP) for software and hardware for a missile warning monitoring system. The RFP advised offerers that award would be based on the lowest priced, technically acceptable offer, and it further advised that technical proposals should require no additional information or explanation. The protester's bid, along with several others, was found to be technically unacceptable. When the protester was notified of this finding, it submitted a revised proposal which the Air Force refused to consider. The firm then lodged a protest with the Air Force, which was denied, and the firm protested to GAO. GAO found that the notice of technical unacceptability adequately informed the protester that it was no longer in competition for award and that proposal revisions would not be acceptable. While the protester contended that its proposal was reasonably susceptible of being made acceptable and that the deficiencies were minor, the Air Force found the protester's proposal to be technically unacceptable based on 14 deficiencies, 8 of which were considered major. After examining the Air Force's evaluation, GAO concluded that the Air Force was reasonable in finding several aspects of the protester's proposal to be deficient in comparison to the solicitation requirements. Even if the proposal could have been made acceptable by the revised proposal, GAO found that the Air Force decision to exclude the proposal from the competitive range was proper. Accordingly, the protest was denied.

121008

[Protest of Proposed Army Contract Award]. B-206901. April 5, 1983. 6 pp.
Decision re: Decilog, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Decilog, Inc.; Department of the Army; Army Mobility Equipment Research and Development Command; Zycor, Inc.

Authority: 57 Comp. Gen. 8. D.A.R. 3-805.4. B-198545.6 (1982). B-200672 (1980).

Abstract: A firm protested a proposed Army contract award for data collection and computer modeling. The protester complained that the Army changed its estimate of the number of hours required to perform the project and the scope of the work without amending the solicitation as required by Federal regulations. In addition, it contended that the Army improperly failed to point out the deficiencies in its proposal. The Army had increased its estimate of the number of hours required to perform the project after proposal evaluation, and it showed each offerer

how its proposed level of effort compared with the revised estimate. The protester's proposed level of effort was less than the Government's revised estimate and, in discussions, the Army advised the protester to increase its proposed subcontractor effort. The protester's best and final offer did not offer the lowest cost and was not given the highest technical rating, and another firm was chosen for award. GAO agreed with the protester that the Army should have issued a written amendment to the solicitation. However, GAO stated that, under the circumstances, this omission did not prejudice the protester and that the procurement was otherwise properly conducted. GAO found that the discussions which the Army held with the protester were adequate and proper. Therefore, it found no merit to this aspect of the protest. GAO also found that the record did not support the protester's contention that its proposal was adequate to perform the project and that, but for the increase in cost required by the agency's insistence on more effort, it would have received the award. The Army had found that both the awardee's initial and revised proposals were superior. Accordingly, the protest was denied.

121022

Postal Service Needs To Strengthen Controls Over Employee Overtime. GGD-83-36; B-204771. April 6, 1983. 17 pp. plus 6 appendices (14 pp.).

Report to William F. Bolger, Postmaster General, United States Postal Service; by William J. Anderson, Director, GAO General Government Division.

Refer to Testimony, October 19, 1983, Accession Number 122611.

Issue Area: Personnel Management and Compensation: Improvement of the Federal Government System for Staffing (0328).

Contact: General Government Division.

Budget Function: Commerce and Housing Credit: Postal Service (372.0).

Organization Concerned: United States Postal Service.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Post Office and Civil Service; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Governmental Affairs.

Authority: Fair Labor Standards Act of 1938 (29 U.S.C. 207).

Abstract: GAO reported on the Postal Service's need to improve overtime controls. **Findings/Conclusions:** At the six postal facilities it reviewed, GAO found that overtime payments cost about \$4.2 million dollars. Management's effort to meet its own overtime estimates was often a primary consideration when allowing overtime rather than determining whether a need for additional work was present. GAO noted that a substantial amount of overtime had been retroactively approved due to supervisors' failure to control employee work schedules. GAO found that at five of the facilities it visited the Postal Service paid an estimated \$470,000 for overtime hours that had not been authorized because overtime entered into the system was automatically paid unless expressly disallowed and because supervisors did not disallow unnecessary overtime requests. GAO concluded that, although overtime provides management with manpower flexibility, improper use results in unnecessary costs. **Recommendation To Agencies:** The Postmaster General, to improve control over the use of overtime, should ensure that planned overtime hours be included in the work-hour budget and reported on the work-hour report. The Postmaster General, to improve control over the use of overtime, should ensure that employees with constant and high overtime use be periodically identified for a determination as to whether the work can be done on straight time. The Postmaster General, to improve control over the use of overtime, should

ensure that facility managers be instructed to not hire additional employees to reduce overtime until its underlying causes are determined. The Postal Service should require facility managers to prepare periodic reports showing the extent of retroactively approved overtime. The Postal Service should require facility managers to monitor forced overtime to identify supervisors who are not fulfilling their responsibility to control work schedules. The Postal Service should require facility managers to periodically remind supervisors and timekeepers of their respective responsibilities for maintaining control of employee work schedules.

121030

Status of the Great Plains Coal Gasification Project. RCED-83-112; B-207876. April 8, 1983. 27 pp. plus 1 appendix (1 p.). Report to Congress; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General). Refer to EMD-82-55, March 6, 1982, Accession Number 117808; and EMD-82-117, September 14, 1982, Accession Number 119496.

Issue Area: Energy: Better Government Development of Technologies To Use the Nation's Abundant Fossil Energy Resources (1673); Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811); Economic Analysis of Alternative Program Approaches: Other Alternatives--Costs and Benefits of Credit Assistance (4020).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: Department of Energy; Great Plains Gasification Associates.

Congressional Relevance: Congress.

Authority: Department of Energy Act of 1978-Civilian Applications (P.L. 95-238).

Abstract: In its third report on the loan guarantee for an alternative fuels demonstration project awarded to the Great Plains Gasification Associates, GAO reviewed project spending and construction schedules, aspects of the project administrator's management and oversight, and Department of Energy (DOE) project monitoring. **Findings/Conclusions:** GAO found that, as of December 31, 1982, the gasification plant construction was about 4 weeks behind schedule and coal mine development was almost on schedule. However, it was not believed that the schedule slippages would adversely affect the planned startup date. Pipeline construction was on schedule with an expected start date of April 1983. Great Plains estimated that the total cost of the project would be \$2.76 billion. However, the schedule slippages, lower than anticipated inflation rates and subcontractor costs, and higher than expected labor productivity caused a lower spending rate to date than anticipated. The GAO review showed that the Great Plains project management, including a computerized management information system, various audit activities, and onsite management of the gasification plant construction were satisfactory. In addition, GAO found that DOE was fulfilling its responsibilities to oversee the Great Plains loan guarantee and disseminate project information. As of December 31, 1982, DOE had not completed an audit of incurred costs; however, such an audit was underway. DOE cannot release material which it considers to be proprietary; therefore, only limited information on the project has been made available. However, DOE plans to make nonproprietary information more available to the public.

121039

Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective. HRD-83-27; B-199841. March 10,

1983. Released April 11, 1983. 27 pp. plus 1 appendix (7 pp.). Report to Sen. Orrin G. Hatch, Chairman, Senate Committee on Labor and Human Resources; by Philip A. Bernstein, Director, GAO Human Resources Division.

Issue Area: Health Programs: Effectiveness of Health Care Regulations, Reimbursement Policies, and Utilization Control Program (1223).

Contact: Human Resources Division.

Budget Function: Education, Training, Employment, and Social Services: Higher Education (502.0).

Organization Concerned: Department of Education; Department of Justice: Immigration and Naturalization Service.

Congressional Relevance: House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on Education and Labor; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Labor and Human Resources; Sen. Orrin G. Hatch.

Authority: Immigration and Nationality Act (8 U.S.C. 1101). P.L. 97-116. S. 2222 (97th Cong.). H.R. 7357 (97th Cong.). 8 U.S.C. 1324(a)(4). 18 U.S.C. 371. 18 U.S.C. 1001. 18 U.S.C. 1341.

Abstract: In response to a congressional request, GAO reviewed the recruitment of foreign students by U.S. colleges and universities and the controls over foreign students in the United States. GAO work focused on determining the current situation regarding foreign students, efforts made to resolve problems previously identified by GAO, and the status of criminal investigations now underway. **Findings/Conclusions:** GAO found that the number of foreign students in the United States is increasing, and Iran continues to be the leading source of these students. Seventy institutions accounted for more than one-third of the foreign students in this country, although more than 2,700 schools reported that they had foreign students in 1980-81. It is estimated that the cost of foreign student education is about \$2.5 billion a year. While problems in controls over foreign students noted in previous GAO reports continue to exist, legislation will be introduced and regulations have been proposed that are aimed at their solution. Legislation will be introduced that would require students to return home for 2 years before becoming eligible for immigration. Also, regulations have been proposed to strengthen controls over foreign students by the schools and the Immigration and Naturalization Service (INS). INS is developing a new data base on foreign students and approved schools that will enable it to better identify and monitor foreign student activity in this country. Criminal investigations are being conducted concerning illegal activities in connection with recruiting foreign students by postsecondary schools and foreign students illegally obtaining federally supported financial aid. In addition, regulations are being designed to prevent future recruiting abuses. Indictments have been made and are anticipated as a result of these investigations. **Recommendation To Agencies:** The Secretary of Education should review the information disclosed by the investigations now being conducted by the Alien Student Loan and Grant Fraud Project. If this review shows that the problem of foreign students fraudulently receiving Federal financial aid is widespread, the Secretary should require each applicant for student aid to submit proof of citizenship or residency to the institution in which he or she is enrolled.

121044

Automation in the Workplace. April 6, 1983. 17 pp. Testimony before the House Committee on Science and Technology: Investigations and Oversight Subcommittee; by Brian L. Usilner, Associate Director, GAO Accounting and Financial Management Division.

Contact: Accounting and Financial Management Division.

Congressional Relevance: House Committee on Science and Technology; Investigations and Oversight Subcommittee.

Abstract: GAO discussed automation in the workplace and its impact on the labor force, focusing on: (1) the importance of automation to productivity and the economy; (2) barriers and stimulators to the rapid diffusion and use of automation; (3) the potential impact of automation on the work force; and (4) the difficulties of labor-market planning. GAO warned against over-reliance on foreign producers and suggested integration of similar manufacturing technologies. Barriers to increased automation involve technical, financial, organizational, and social factors while national economic problems become stimulators for increased use of technology. In assessing the impact of automation on the work force, GAO addressed the question of how rapidly automation will spread and how sophisticated and integrated automated systems will be. GAO noted that evidence suggests that the impact of automation may be more gradual than popular opinion expects and that short-term work-force displacement and skill shifts are already occurring and will continue. GAO concluded that growth in high technology occupations may not have a major impact on total employment but will have a profound impact on many existing jobs. Regarding the difficulties in labor-market planning, GAO stated that, while sophisticated analytical techniques are useful and necessary for accurate planning, employing them is costly and requires cost-benefit analysis.

121067

[Protest of Air Force Contract Award to Any Other Firm]. B-211247. April 12, 1983. 3 pp.

Decision re: Honeywell, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Honeywell, Inc.; Department of the Air Force.

Authority: 4 C.F.R. 21. F.P.R. 1-1.706-5(a). B-189157 (1977). B-201739 (1981). B-205093 (1982). B-207005 (1982).

Abstract: A firm protested an Air Force contract award to any other firm under a solicitation for maintenance services. The protester contended that the Air Force should not have set aside the procurement exclusively for small businesses because this precluded it from competing for the contract. It also alleged that the contracting officer deleted certain specifications from the solicitation which only the protester could meet to allow less qualified firms to compete. Finally, the protester contended that awarding a contract to another firm would threaten certain of the protester's software rights. Because it is within the discretion of contracting officials to decide which contracts to set aside for small businesses, GAO will only review challenges to set-aside decisions to ascertain whether there has been an abuse of this discretion, and GAO found no evidence that the contracting agency abused its discretion in setting aside this procurement. GAO would not consider the protester's contention regarding the deletion of certain solicitation specifications, because GAO will not question an agency determination that less restrictive specifications will meet its needs. Finally, the protester's charge that its software rights would be violated in an award to any other firm is a matter of contract administration and not for review by GAO, even if these rights were under patents. Accordingly, the protest was dismissed.

121070

[Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility]. B-209992. April 11, 1983. 5 pp.

Decision re: Gallegos Research Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Small Business Administration; OAO Corp.; Department of the Air Force; Gallegos Research Corp.

Authority: Small Business Act (15 U.S.C. 637(a)). 13 C.F.R. 124.13 C.F.R. 124.1-1(c)(1). 13 C.F.R. 124.3-1. 13 C.F.R. 124.3-5. B-196394 (1980). B-206810.3 (1982). B-209279 (1982). 15 U.S.C. 636(j)(10). 15 U.S.C. 637(b)(6).

Abstract: A firm protested a proposed Small Business Administration (SBA) section 8(a) contract award. The protester argued that SBA applied the wrong Standard Industrial Classification (SIC) in determining the proposed awardee's eligibility and that the firm would not be eligible for award if the correct SIC were used. When the Air Force offered the contract to SBA for the 8(a) program, it advised SBA that it would be in the best interests of the Government to award the contract to the proposed awardee which was the incumbent contractor. SBA determined that the proposed awardee was eligible for the 8(a) program. However, it noted that the firm's current eligibility was due to expire shortly. The protester did not challenge the proposed awardee's eligibility as an 8(a) firm. Rather, it contended that it should not be allowed to perform the contract because the work was for computer services, which had a different size standard than that for guided missiles and space vehicles, the size standard under which the proposed awardee was judged. GAO has held that SBA has the exclusive authority to determine matters of small business size status for procurement purposes and, once accepted into the program, the concern's size status is governed by its principal business activity. Since the protester did not show that SBA or the Air Force acted improperly or illegally in this case, GAO had no basis to question the SBA determination that the proposed awardee could receive the contract. Accordingly, the protest was denied. However, since SBA stated that the proposed awardee's eligibility under the program is scheduled to expire before the end of the contract term, GAO recommended that the solicitation be amended to provide that option provisions would be exercised only if, at the time the options are scheduled to be exercised, the firm continues to be an eligible 8(a) firm. This solicitation modification would protect the rights of other 8(a) firms which are interested in obtaining the contract.

121075

[Protests of Commerce Contract Award]. B-209617, B-209617.2. April 12, 1983. 6 pp.

Decision re: Tymnet, Inc.; GTE Telenet Communications Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Tymnet, Inc.; GTE Telenet Communications Corp.; Department of Commerce; CompuServe Data Systems, Inc.

Authority: Communications Act of 1934 (47 U.S.C. 151). B-206449.2 (1982). B-182104 (1974). B-185566 (1976). Computer and Communications Industry Associates v. F.C.C., 693 F.2d 198 (D.C. Cir. 1982).

Abstract: Two firms protested the award of a contract under a Department of Commerce request for proposals (RFP) for the implementation of a nationwide dial-up telecommunications network to access the Commerce Departmental Computer Center. The protesters argued that it was unreasonable to require offerers, which are subject to Federal Communications Commission tariffs, to submit firm prices for the contract period, since it was not clear which services would remain subject to tariff. Further, one firm objected to a second round of best and final offers. The contract was to be awarded to that technically acceptable offerer who proposed the lowest total estimated price. The RFP also

provided that, if the Government exercised any of the options for an additional year, all of that year's unit prices for which telephone lines are a substantial component would be adjusted upward or downward according to changes in an element of the producer price index. GAO held that: (1) where the first month of the proposal was the only month priced differently than the remaining 11 months of the contract and the 36 months which made up the 3 option years and the difference totally related to the installation costs, the proposal was not mathematically unbalanced, since each month appeared to be reasonably related to the expenses the offerer would incur in each of those years; and (2) a request for second and third rounds of best and final offers were not objectionable where valid reasons existed for the action. GAO stated that it does not find the contracting agency's determination that the services being procured were not subjected to tariff to be arbitrary. Accordingly, the protests were denied.

121116

[Protest Alleging Restrictive RFP]. B-209531. April 15, 1983. 2 pp.
Decision re: General Datacomm Systems, Inc.; by F. Henry Barclay, Jr., (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: General Datacomm Systems, Inc.; Defense Communications Agency.

Authority: B-185418 (1976). B-196760 (1980).

Abstract: A firm protested a Defense Communications Agency (DCA) request for proposals for computer modems, contending that it was unreasonably restrictive of competition. The protester argued that only one manufacturer was capable of making the modems as specified and that those modems would not function reliably. The protester and DCA disputed their respective evaluation results of the modems and suggested that GAO resolve the dispute. GAO noted that the primary responsibility for drafting proper specifications belongs to the contracting agency, and GAO will not object to them unless they are shown to be unreasonable. GAO held that, since the DCA evaluation was based upon test results and information received from users of the equipment, the evaluation had a reasonable basis. Accordingly, the protest was denied.

121137

[General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses]. April 20, 1983. 14 pp.

Testimony before the House Committee on Agriculture; Domestic Marketing, Consumer Relations, and Nutrition Subcommittee; by Brian P. Crowley, Associate Director, Senior Level, GAO Resources, Community, and Economic Development Division.

Contact: Resources, Community, and Economic Development Division.

Organization Concerned: Department of Agriculture.

Congressional Relevance: House Committee on Agriculture; Domestic Marketing, Consumer Relations, and Nutrition Subcommittee.

Authority: Agriculture and Food Act of 1981. S. Rept. 80-6.

Abstract: GAO discussed the need for greater efforts to recover costs of food stamps obtained through error or fraud. Much of GAO work with the Food Stamp Program focuses on prevention and recovery of Federal losses from overissued food stamp benefits. There is also a legitimate concern that eligible program recipients receive their full entitlement. A major reason for overissuances is that many applicants and recipients do not accurately report changes involving household income, assets, size, or allowable program deductions. Although States and the Department of Agriculture have identified specific cases or erroneous issuances

through various procedures, they have not placed major emphasis on identifying households that obtained benefits to which they were not entitled. GAO believes that more emphasis on identification and pursuit of overissuance cases is needed. Various mechanisms exist to identify specific cases with errors, ranging from improving routine operating procedures to the use of computer matching and error-prone profiles. Computer matching, especially for wages, is a promising technique for identifying erroneous cases and preventing losses. After matching, a case-worker followup would be required to reconcile discrepancies. GAO concluded that other measures, such as retrospective accounting, periodic reporting, requirements for providing social security numbers, longer disqualification periods for fraud, use of photo identification, and authority to require revisions in State benefit issuance procedures should also have a favorable impact on reducing Food Stamp Program losses.

121143

[Protest of Bid Rejection by Air Force]. B-209611. April 15, 1983. 3 pp.

Decision re: Control Analysis Corp.; by F. Henry Barclay, Jr., (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Control Analysis Corp.; Department of the Air Force.

Authority: D.A.R. 7-2002.4. B-193914 (1979). B-204445 (1981).

Abstract: A firm protested the rejection of its proposal under an Air Force solicitation for the development of a computer simulator model, contending that its proposal was improperly rejected as late. The protester maintained that the proposal should have been considered under the solicitation's late proposal clause which permitted acceptance of a late proposal if it was due solely to mishandling after receipt at the Government installation. The record indicated that the U.S. Postal Service unsuccessfully attempted to deliver the proposal to an unspecified destination 30 minutes before it was due. The protester contended that the Postal Service was unable to deliver the proposal because no one was at the address. However, the Air Force asserted that both the base post office and the location for receipt of solicitations were staffed at the time. GAO noted that the proposal's mailing label did not contain the specified room number or the buyer's name. GAO stated that, since receipt by the Postal Service is not receipt at a Government installation, the Air Force had not received the proposal before closing time and, therefore, could have not caused its late delivery through mishandling. Accordingly, the protest was denied.

121146

[Protests of Federal Maritime Commission Contract Award]. B-208143, B-208143.2. April 14, 1983. 3 pp.

Decision re: NCR Corp.; General Systems Corp.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: NCR Corp.; General Systems Corp.; Federal Maritime Commission; Sperry Rand Corp.: Sperry Univac.

Authority: F.P.R. 1-3.202. B-209279.2 (1983). 41 U.S.C. 252(c)(2).

Abstract: Two firms protested the Federal Maritime Commission's award of a contract to provide automatic data processing equipment and related software services. The protesters contended that: (1) the Commission illegally invoked the public exigency exception of the Federal Procurement Regulations to negotiate the award of the contract; (2) the contract which was awarded should not have contained options since it was negotiated on the

basis of public exigency; and (3) the Commission did not accurately describe to the protesters the nature of its needs during negotiations thereby denying them the opportunity to compete on an equal basis with other offerers. GAO reviewed the record and stated that there was merit to the protesters' argument that the contract award should not have contained option provisions. The procurement was conducted under negotiated procedures without formal advertising because of the Commission's determination that the public exigency would not permit the delay incident to formal advertising. However, GAO stated that there did not appear to be any urgency that would support the four additional 1-year options beyond initial contract year. Therefore, GAO recommended that the Commission not exercise any further options under the current contract. Accordingly, the protests were sustained. It was concluded that in view of the above finding with respect to option provisions, the other arguments presented by the protesters need not be considered.

121147

[Status of the Phase IV Base Level Computer Replacement Program]. AFMD-83-58; B-211087. March 16, 1983. Released April 15, 1983. 6 pp. plus 1 enclosure (1 p.). Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1); National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: Department of Defense; Department of the Air Force.

Congressional Relevance: House Committee on Government Operations; Rep. Jack Brooks.

Abstract: In response to a congressional request, GAO reviewed the Air Force's Phase IV base-level computer replacement program to determine what corrective actions should be taken to remedy its serious deficiencies. The program is designed to provide various computer support functions and to assist in the transition of computer software. **Findings/Conclusions:** GAO provided an interim report to review the acquisition program rationale and noted that two firms were selected to compete for the computer contract and that a vendor was selected after a 26-month test period during which the two firms independently converted high-risk software to their proposed computer equipment. Although important software testing had not been completed, Air Force officials said that sufficient testing results were available to allow an objective evaluation of the two contractors' proposals and that a delay in the production schedule would be costly. However, the Air Force intends to have the contractor fully complete all tests and correct all deficiencies before it accepts the systems and authorizes contract payments. The Air Force and the contractor are committed to having an operational system by August 1, 1983. GAO concluded that noncompletion of testing before the contract award was made carries the risk that Air Force requirements may not be met, precludes verification of the actual staffing required for the awardee, and defers receipt of required contractor corrections to the key systems.

121164

[Protest of Navy Actions in Connection With RFP]. B-208237. April 19, 1983. 5 pp. Decision re: Federal Data Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Federal Data Corp.; Department of the Navy: Naval Data Automation Command; Navy Automatic Data Processing Selection Office.

Authority: 4 C.F.R. 21.2(b). 4 C.F.R. 21.2(c). 59 Comp. Gen. 640. 58 Comp. Gen. 550. B-206653 (1982). B-206665 (1982).

Abstract: A firm protested the Navy's rejection of its bid submitted in response to a request for proposals for computer equipment. The protester argued that the Navy: (1) improperly insisted that it furnish equipment which was not required by the benchmark testing provisions of the solicitation; (2) improperly imposed an additional requirement that it test both of its offered computers concurrently; and (3) imposed unreasonable time restrictions for benchmark completion. Bid protest procedures require that a protest based on alleged improprieties in an incorporated ground rule to a solicitation be filed before the next closing date for receipt of proposals. The protester did not file its allegations until after that date; therefore, the protest was untimely. GAO could not find any evidence to support the protester's argument that all offerers should have been notified that benchmark testing would be considered the closing date. Further, GAO noted that no procurement principle had been violated which would have allowed consideration of the untimely protest.

121186

Triennial Assessment of TVA, FY's 1980-1982. RCED-83-123; B-125042. April 15, 1983. 84 pp. plus 3 appendices (15 pp.). Report to Congress; by Charles A. Bowsher, Comptroller General.

Refer to EMD-82-49, March 15, 1982, Accession Number 117809; and EMD-82-50, March 15, 1982, Accession Number 117795.

Issue Area: Energy: Federal Government Trusteeship Over Energy Sources on Federal Lands (1614).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: Tennessee Valley Authority.

Congressional Relevance: House Committee on Appropriations: Energy and Water Development Subcommittee; House Committee on Public Works and Transportation; Senate Committee on Appropriations: Energy and Water Development Subcommittee; Senate Committee on Environment and Public Works; Congress.

Authority: Government Corporation Control Act (31 U.S.C. 9105; 31 U.S.C. 9106). Tennessee Valley Authority Act of 1933 (16 U.S.C. 831h). Inspector General Act of 1978.

Abstract: GAO reported on its work at the Tennessee Valley Authority (TVA) during fiscal years 1980 through 1982 and evaluated TVA compliance with prior GAO recommendations. **Findings/Conclusions:** GAO found that TVA implemented several rate increases during this period due primarily to the financing of its construction program. Although TVA had planned to build 14 nuclear generating units to meet projected electricity needs, consumption actually declined and only two of these units are currently operational. GAO had initiated several reports on the way TVA projects future demand for electricity and made recommendations for improving the process. GAO found that, despite the high cost of coal and nuclear fuel, TVA has taken actions which have saved or avoided costs totaling over \$770 million. GAO believes that congressional oversight authority over TVA power program operations needs to be strengthened, and it provided optional oversight methods which do not require congressional legislation. GAO found that recent TVA actions have satisfactorily implemented prior GAO recommendations to increase internal audits as a viable option to the establishment of an inspector general. Finally, GAO noted that administration cut-backs in funding research and development projects have

adversely affected the ability of TVA to demonstrate the commercial feasibility of several emerging technologies. **Recommendation To Congress:** If Congress wants to maintain its historical periodic oversight every 4 to 7 years of raising the TVA debt ceiling, it will need to reduce the current borrowing authority. **Recommendation To Agencies:** The Board of Directors of TVA should take necessary actions to: (1) ensure that the procedures and controls for safeguarding tagged equipment and materials be brought under proper management controls; and (2) ensure the completion and issuance of agencywide procedures and guidelines to be used in deciding whether the design and construction should be done in-house or by private contractors along the lines GAO suggested in its March 15, 1982, report.

121196

[Request for Reconsideration]. B-201642.2. April 22, 1983. 6 pp.

Decision re: Four-Phase Systems, Inc.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Four-Phase Systems, Inc.; Small Business Systems, Inc.; Federal Aviation Administration.

Authority: 54 Comp. Gen. 612. B-201642 (1981). B-179762 (1974). B-191468 (1978). B-185103 (1976). B-193501 (1979).

Abstract: A firm requested reconsideration of a decision which denied a protest concerning a Federal Aviation Administration (FAA) solicitation for computer systems for automatic data processing centers. In that decision, GAO stated that the protester did not show that the FAA justification of its minimum needs was unreasonable. However, GAO subsequently reexamined the procurement which had been the basis for the decision, found that FAA had procured computing power in excess of its needs, and recommended in its report that FAA cancel the contract award. In another related report, GAO stated that the FAA response did not inadequately justify its needs and recommended that FAA: (1) decline to renew the leases for the computer systems; (2) decline delivery of the computers on order and cancel outstanding commitments, if economically feasible; and (3) review its need for computing power based on realistic workload projections and alternate available resources before conducting another procurement. Accordingly, GAO sustained the protester's request for reconsideration and modified its previous decision. Furthermore, GAO advised the Secretary of Transportation of its recommendations.

121199

[Protest of Defense Contract Award]. B-210201. April 22, 1983. 4 pp.

Decision re: Burroughs Corp.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Burroughs Corp.; Technicon Data Systems Corp.; Department of the Army: Defense Supply Service.

Authority: B-190866 (1978). B-202662 (1982). B-203656 (1982). B-200608 (1981).

Abstract: A firm protested a fixed-price Army contract award for hospital information systems to another firm, contending that the evaluation of its proposal was inconsistent with the evaluation criteria set forth in the solicitation specifications and that the award was objectionable because of the additional cost of the other firm's proposal. GAO found nothing which indicated that the evaluation scheme which was employed by the Army was inconsistent with the specifications. The protester also contended that the acceptance of the awardee's higher priced proposal should have been supported by a specific determination that the

technical superiority of the proposal warranted the additional costs involved. GAO stated that the record indicated that such a determination could have been made, that the award was in accordance with the criteria which were set forth in the specifications, and that the award had a rational basis. Accordingly, the protest was denied.

121201

Financial Information Lacking on Government Telecommunications Services and Equipment. MASAD-83-16; B-209904. February 25, 1983. **Released** April 25, 1983. 13 pp. plus 9 appendices (12 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Walton H. Sheley, Jr., Director, GAO Mission Analysis and Systems Acquisition Division.

Issue Area: Communications: Management, Planning, Development, Acquisition and Use of Federal Communications (3710).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: Multiple Functions: Telecommunications and Radio Frequency Spectrum Use (Civilian-Related) (999.1).

Organization Concerned: Government-Wide.

Congressional Relevance: House Committee on Government Operations; *Rep. Jack Brooks.*

Authority: OMB Circular A-11.

Abstract: A congressional committee expressed concern that no specific figures are available for use by Congress and the general public indicating the total expenditures for the Government acquisition and use of telecommunications services and equipment. In an attempt to obtain this information, the committee prepared and distributed a questionnaire to 41 departments and agencies. The committee chairman requested GAO to compile the information obtained from the respondents and to compare it with similar information obtained from other Government sources. **Findings/Conclusions:** The GAO compilation of the information showed that it is inaccurate and incomplete; in addition, it does not maintain known relationships between payments, expenditures, and costs. As a result, the information is not sufficiently reliable to resolve the committee's concerns. Using information obtained from other Government sources, GAO estimated that the Government's total telecommunication costs exceeded \$10 billion for fiscal year 1981. Although the information used as the basis for the estimate is the best available, it is inconclusive because it does not contain complete cost data for all types of services and equipment.

121202

Better Use of Information Technology Can Reduce the Burden of Federal Paperwork. GGD-83-39; B-210393. April 11, 1983. **Released** April 25, 1983. 39 pp.

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Information Management: Application of Information Technology for More Efficient and Economical Collection, Maintenance and Dissemination of Information (4221); Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Office of Management and Budget; Department of Commerce; Department of Health and Human Services; Commodity Futures Trading Commission; Food and Drug Administration; Department of Commerce: Bureau of the

Census; Health Care Financing Administration; Office of Management and Budget; Office of Information and Regulatory Affairs.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations; House Committee on Government Operations; Senate Committee on Budget; Senate Committee on Appropriations; Rep. Jack Brooks.

Authority: Paperwork Reduction Act of 1980. Privacy Act of 1974 (5 U.S.C. 552a).

Abstract: In response to a congressional request, GAO reviewed four data collection activities to determine the potential benefits in terms of information technology. **Findings/Conclusions:** GAO found that increased use of information technology would reduce the Federal paperwork burden and improve the efficiency of the data collection activities. While the extent of the potential benefits varied, opportunities exist in all of the reviewed cases for better use of information technology. Some recent actions have been taken by Federal managers to realize these benefits, but more could be done. GAO found that Federal managers at all levels need to be more attentive to the use of information technology as a means of reducing reporting and paperwork problems. Agency officials stated that the lack of guidance from the Office of Management and Budget (OMB) is one of the prime reasons individual agency policies and procedures have not been promulgated. GAO found that agencies need: (1) strategies to implement and control automated data submission programs; and (2) information and marketing analyses to realize the potential for increasing automated submissions. In addition, GAO found that Federal managers have not maximized the benefits of automated programs once developed. GAO found that the number of automated Medicare claims could be increased by about 4 million, which would save about \$1.3 million. GAO also found that the Census Bureau could almost double its volume of automated submissions and save about \$183,000. In the two remaining case studies, GAO identified potential improvements through better use of technology in the Commodity Futures Trading Commission and the Food and Drug Administration (FDA). **Recommendation To Agencies:** The Director of OMB should direct the Office of Information and Regulatory Affairs, as part of its continuing oversight responsibilities of Federal information management activities, to periodically review Federal agencies' efforts to implement and reassess programs targeted at increasing automated submission of required data. The Secretary of Health and Human Services should direct the Administrator of the Health Care Financing Administration (HCFA) to revise its Medicare regulations to require intermediaries to accept submissions of Medicare claims in an automated form where it is cost effective to the Medicare program. The Secretary of Health and Human Services should direct the Administrator of HCFA to clarify the roles and responsibilities of regional staff to ensure intermediaries' compliance with information technology guidelines and regulations. The Secretary of Health and Human Services should direct the Administrator of HCFA to revise its intermediary performance evaluation criteria to reflect an intermediary's contribution to the increased use of automation in Medicare billing. The Secretary of Health and Human Services should direct the FDA Commissioner to establish procedures to use a turnaround document to collect drug product listing changes, instead of using forms. The Secretary of Health and Human Services should direct the FDA Commissioner to revise procedures for collecting data for new drugs to allow submission of a computer printout of the data instead of a form, for drug manufacturers with this capability. The Secretary of Commerce should direct the Census Bureau to conduct a detailed survey of at least the high volume Shipper's Export Declaration respondents to determine capability and interest in the automated program. The Secretary of Commerce should direct the Census Bureau to prepare promotional literature for managers detailing the program's technology options and the benefits of program participation. The Secretary

of Commerce should direct the Census Bureau to aggressively promote the automated program through personalized followup of inquiries made by respondents and by contacting potential candidates identified through the survey. The Chairman of the Commodity Futures Trading Commission should promote and publicize the automated program and its varied capabilities to receive data in machine readable form. The Chairman of the Commodity Futures Trading Commission should contact industry service bureaus and encourage program participation on behalf of their clients. The Director of OMB should establish written policies encouraging the use of information technologies as a means of reducing the burden on the Government and the public and improving the efficiency and effectiveness of agency operations. The Director of OMB should amend the forms clearance process so that, except under exigent circumstances, agencies must consider whether an increase in automated submission is feasible and cost effective. If so, the agency should submit a plan describing how such an increase would be accomplished.

121204

Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency. April 27, 1983. 23 pp.

Testimony before the House Committee on Armed Services: Readiness Subcommittee; by Henry W. Connor, Senior Associate Director, GAO Procurement, Logistics, and Readiness Division.

Contact: Procurement, Logistics, and Readiness Division.

Organization Concerned: Department of the Navy; Department of the Air Force; Department of the Army; Defense Logistics Agency; Department of Defense.

Congressional Relevance: House Committee on Armed Services: Readiness Subcommittee.

Abstract: GAO presented information related to monitoring the Navy's progress in improving physical inventory controls over supply in improving system inventories. Pursuant to a congressional request, it also investigated the causes and impact of physical inventory adjustments in other service branches and evaluated the adequacy of Department of Defense (DOD) policies and procedures to improve physical inventory controls and inventory record accuracy. In its review, GAO found that the Navy is improving physical inventory controls and inventory record accuracy and stated that the Navy's actions should result in long-term improvements. However, with respect to Army, Air Force, and Defense Logistic Agency inventory adjustments, GAO stated that the value of physical inventory adjustments reported to DOD understates the extent of inaccuracies by billions of dollars annually, which has an adverse impact on supply economies and readiness. Further, GAO found that these services' procedures and practices are generally not effective in identifying and correcting the causes of recurring major inventory record errors. GAO attributed these conditions to procedural weaknesses, a shortage of qualified personnel, and inadequate management emphasis and priority. GAO noted that the high rate of reversals of physical inventory adjustments and erroneous reconciliations of valid major physical inventory variances is indicative of poor physical inventory performance and serious inventory control problems. Although GAO believes that the present DOD action plan will result in significant improvements, GAO is opposed to changes to increase the timeframe for reversing physical inventory adjustments and the mandatory dollar criteria for items subject to pilferage.

121236

[Reauthorization of the Paperwork Reduction Act]. April 27, 1983. 7 pp.

Testimony before the House Committee on Government Operations: Legislation and National Security Subcommittee; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Office of Management and Budget; Office of Management and Budget: Office of Information and Regulatory Affairs.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee.

Authority: Paperwork Reduction Act of 1980. H.R. 2718 (98th Cong.). OMB Circular A-71.

Abstract: Testimony was given on the reauthorization of the Paperwork Reduction Act. GAO supports the act's reauthorization because of its great potential for achieving substantial savings, increased productivity, and improved service delivery. GAO found that the Office of Management and Budget (OMB) has made some progress toward implementing the act, especially in reducing Federal paperwork burdens. However, it has fallen behind schedule in meeting statutory milestones for completing other tasks. A substantial number of paperwork requirements have not yet been accounted for and controlled. Development of the Federal Information Locator System is progressing, but is behind schedule. OMB has made some progress on the tasks required to improve the acquisition and management of automatic data processing (ADP) and telecommunications technology and has developed a new 5-year ADP and telecommunications plan. However, ADP policies that existed prior to the act have not been revised to incorporate the act's information resources management concepts. GAO has identified four cases where opportunities exist for the significant reduction of the paperwork burden through the application of information technology. GAO believes that OMB needs to provide stronger leadership to Federal agencies to capitalize on the potential benefits of advanced ADP and telecommunications technology. Finally, GAO found that OMB has done little to carry out its responsibilities for statistical policy development, coordination, and oversight. GAO suggested that Congress consider: (1) a requirement that OMB report to Congress on the resources needed and expended for its paperwork activities; (2) provision of separate funding to OMB for the implementation of the act; or (3) specific statutory prohibition of the Office of Information and Regulatory Affairs undertaking activities not related to the act.

121237

[Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support]. PLRD-83-60; B-209595. April 28, 1983. 3 pp. plus 1 enclosure (20 pp.).

Report to John O. Marsh, Jr., Secretary, Department of the Army; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: Logistics Management: Alternative Logistics Concepts, Structures, and Policies To Provide Necessary Mission Support (3801).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Army.

Abstract: GAO reviewed the effectiveness of the Army's planned logistical support for the recently fielded UH-60A Black Hawk helicopter. *Findings/Conclusions:* GAO stated that the Black Hawk has met important design criteria for mean time flight-hours between system failures and maintenance staff-hours per flight-hour and has nearly met the design criteria for reliability. However, the Army is having trouble supporting the Black Hawk. Supply and maintenance problems have prevented the helicopter from

meeting the Army's 80-percent, mission-capable standard. Many of the current support problems are due to managers' not adequately carrying out their basic logistics responsibilities for: (1) sufficiently monitoring contractors' operations to identify and correct problems in a timely manner; (2) emphasizing the importance of the contractors' logistics data analysis and getting good data in a timely manner; and (3) insuring that the contractors provide and that the Army maintains the data needed to accurately determine parts requirements. GAO believes that the logistics support problems discussed point up the need for close and continuing management attention to ensure that the Army will be able to meet acceptable mission-capable rates for the Black Hawk.

121239

Federal Communications Commission Can Further Improve Its Licensing Activities. RCED-83-90; B-210602. April 26, 1983. 70 pp. plus 2 appendices (4 pp.).

Report to Sen. Paul Laxalt, Chairman, Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Sen. Ernest F. Hollings, Ranking Minority Member, Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; by Harry S. Havens, Acting Comptroller General.

Issue Area: Communications: Appropriateness of Communications Regulatory Policies and Methods (3705).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission.

Congressional Relevance: House Committee on Appropriations: State, Justice, Commerce and Judiciary Subcommittee; House Committee on Energy and Commerce; Senate Committee on Commerce, Science and Transportation; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Congress; Sen. Ernest F. Hollings; Sen. Paul Laxalt.

Authority: Communications Act of 1934. Radio Act. P.L. 97-259.

Abstract: In response to a congressional request, GAO reviewed the Federal Communication Commission's (FCC) processing of applications for new common carrier, broadcast, and private radio licenses to identify changes to make these operations more efficient and productive. *Findings/Conclusions:* As a result of continued technological improvements and an increasing demand for communications services, the FCC application processing workload has increased and is likely to continue to increase. Congress has noted that, while FCC has tried to improve license processing speeds, it still takes too long to get a license. *Recommendation To Congress:* If Congress determines that competition in the telecommunications markets has developed to the extent that market forces eliminate the need for regulatory intervention, Congress should amend section 309(d) of the Communications Act of 1934 as it pertains to applications for new station licenses to require that FCC not accept petitions to deny based on allegations of economic injury to existing licensees as well as other allegations unrelated to technical interference issues. If Congress determines that competition in telecommunications markets has developed to the extent that market forces eliminate the need for regulatory intervention, Congress should repeal the provisions of section 307(b) which require FCC to distribute licenses among States and communities so as to provide a fair, efficient, and equitable distribution of radio service but which may no longer be necessary in a competitive market. Congress, to overcome the delay caused by mutually exclusive applications, may want to consider authorizing FCC to use a licensing procedure in which a license would be granted to the first qualified applicant who applied.

Recommendation To Agencies: The Chairman, FCC, should improve procedures for monitoring license processing activities by developing reliable speed of service data for broadcast and common carrier services. The Chairman, FCC, should determine, as part of the FCC evaluation of resource savings that may result from changes planned in other FCC program areas, whether these resources can be used to alleviate or avoid undesirable license processing backlogs. The Chairman, FCC, to effectively plan and manage FCC information resources and increase license processing efficiency, should develop specific information requirements, including feasibility and cost-benefit analyses, for all prospective computer system applications included in the 5-year automatic data processing (ADP) plan. The Chairman, FCC, to effectively plan and manage FCC information resources and increase license processing efficiency, should develop and implement a computer capacity and workload management policy to address FCC short- and long-range data processing needs. The Chairman, FCC, to improve the Commission's license processing procedures, should evaluate, as part of the Commission's planned proceeding to determine whether construction permits for common carrier stations are still necessary, the benefits of retaining construction permits and substituting a simpler notification form for the license application. The Chairman, FCC, to improve the Commission's license processing procedures, should evaluate, in the Commission's proposed proceeding to revise the rules for fixed common carrier services, methods for consolidating information on microwave systems that must be now filed separately on each of the applications for individual stations included in the systems. The Chairman, FCC, to improve the Commission's license processing procedures, should evaluate the merits of changing the FCC rules for processing amendments to applications or existing licenses to allow certain minor amendments to be approved via notification and to reclassify additional amendments as minor. The Chairman, FCC, to shift some of the Commission's licensing tasks to applicants, should initiate a notice of inquiry to develop a system for providing the public with direct remote access to FCC data bases. The Chairman, FCC, to shift some of the Commission's licensing tasks to applicants, should evaluate the use of an independent engineering certification system to eliminate the need for FCC verification of technical data included in license applications and the potential for expanding the use of frequency coordinators in existing and forthcoming licensing services. The Chairman, FCC, to shift some of the Commission's licensing tasks to applicants, should establish criteria for determining when an application is defective and experiment with the use of a strict return policy in selected licensed services to determine effectiveness. The Chairman, FCC, as part of the Commission's ADP planning, should evaluate the feasibility of providing licensing divisions that currently lack online access to FCC antenna data bases with such access, thereby providing them with up-to-date antenna clearance data. FCC, in addition to using lotteries to decide among mutually exclusive applications in private radio, common carrier, and low-power broadcast services, should use lotteries for full-power broadcast services where such action is consistent with the promotion of media ownership diversity. The Chairman, FCC, should evaluate the costs and benefits of consolidating land mobile and microwave licensing functions as the Commission reevaluates its regulatory policies and procedures for these services.

121241

Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain. GGD-83-35; B-180224. April 20, 1983. Released April 26, 1983. 47 pp. plus 3 appendices (11 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Refer to Testimony, May 6, 1983, Accession Number 121311.

Issue Area: Information Management: Progress Toward Meeting the Mandate of P.L. 96-511 (4217).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Office of Management and Budget; Office of Management and Budget: Office of Information and Regulatory Affairs.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Government Operations: Legislation and National Security Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Governmental Affairs: Federal Expenditures, Research and Rules Subcommittee; Congress; Rep. Jack Brooks.

Authority: Public Health Service Act. Paperwork Reduction Act of 1980 (P.L. 96-511). Federal Reports Act, 1942. Automatic Data Processing Equipment Act (P.L. 89-306). Marine Mammal Protection Act of 1972. Executive Order 12291. Executive Order 12044. Executive Order 12046. OMB Circular A-71. OMB Circular A-11.

Abstract: Pursuant to a congressional request, GAO reported on the Office of Management and Budget's (OMB) progress in implementing the Paperwork Reduction Act of 1980. **Findings/Conclusions:** The Paperwork Reduction Act established broad objectives for improving the management of all Federal information resources. The act established the Office of Information and Regulatory Affairs (OIRA) within OMB and charged the Director of OMB with Government-wide responsibility for achieving these objectives. OMB projected that a 29-percent reduction in paperwork burdens will be achieved by October 1983, exceeding the act's 25-percent reduction goal. However, GAO stated that OMB has made limited progress toward achieving other objectives of the act. The act contains 13 tasks with statutory milestones; 5 of the 6 tasks with 1982 milestones have not been completed. GAO believes that the most crucial decision contributing to the shortfalls in completing many of the act's task was the assignment to OIRA of primary responsibility for the administration's regulatory reform program. As a consequence of its extensive regulatory reform responsibilities, OIRA has not devoted full time to implementing the Paperwork Reduction Act.

Recommendation To Congress: Congress should consider implementing one of the following three options to get OMB to effectively carry out its Paperwork Reduction Act responsibilities: (1) identify the resources needed to fully implement the act, and report annually on the resources expended for that purpose; (2) provide separate funding for implementing the act; and (3) provide a separate appropriation for implementing the act and amending it to prohibit OIRA from performing any duties other than those required by the act. The first option could be taken either in connection with the next OMB budget request or required as part of the next OMB annual report under the Paperwork Reduction Act. The second option would allow for Congress to decide the level of resources it wishes to apply toward the act's objectives and would provide reasonable assurance that the funds appropriated were actually applied.

Recommendation To Agencies: The Director, OMB, should identify specifically and include in the budget program and financing schedule the resources needed for timely and effective implementation of the Paperwork Reduction Act. The Director, OMB, should assess the feasibility of applying a greater portion of the resources currently available to implementing the requirements of the act, particularly those requirements having statutory milestones. The results of this assessment should be included in the OMB budget submission. The Director, OMB, should direct

OIRA to provide clear-cut guidance to the agencies for implementing their responsibilities under the act. The Director, OMB, should direct OIRA to develop a plan, including specific milestones, for accomplishing tasks specifically requiring the involvement of the General Services Administration and the Department of Commerce. The Director, OMB, should direct OIRA to make appropriate use of other agencies' expertise in accomplishing tasks required by the act. The Director, OMB, should direct OIRA to develop criteria for delegation of clearance authority to qualified agencies and work with the agencies so that delegations can be granted.

121242

Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government. AFMD-83-57; B-211321. April 28, 1983. 32 pp. plus 10 appendices (42 pp.).

Report to Rep. James R. Jones, Chairman, House Committee on the Budget; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Systems To Insure That Amounts Owed the Federal Government Are Fully and Promptly Collected (2803).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Office of Management and Budget; Veterans Administration; Department of Housing and Urban Development; Department of Agriculture; Department of Health and Human Services; Department of Education.

Congressional Relevance: House Committee on the Budget; *Rep. James R. Jones.*

Authority: Debt Collection Act of 1982 (P.L. 97-365). P.L. 96-466. OMB Bulletin 81-17. OMB Bulletin 83-11. OMB Circular A-11.

Abstract: Pursuant to a congressional request, GAO reported on the administration's debt collection initiative, overall collection results for fiscal year (FY) 1982, and prospects for collection in future years. The report focused on collection efforts at the six Federal agencies having the highest nontax delinquencies. **Findings/Conclusions:** GAO stated that, at the start of FY 1982, receivables due from U.S. citizens and organizations totaled \$180 billion, of which \$33 billion was delinquent. Of this amount, \$13 billion could be attributed to nontax delinquencies. As part of the administration's debt collection initiative, the Office of Management and Budget (OMB) assigned 16 Federal agencies FY 1982 dollar targets for increasing debt collection. This amount represented what OMB expected agencies to collect because of improved debt collection practices rather than because of growing levels of receivables. As a result of the OMB emphasis on strengthening debt collection, five of the six agencies GAO reviewed increased total collections in at least some of their programs during FY 1982. In general, the six agencies tackled such longstanding problems as loan supervision and servicing, effective use of personnel resources, training of field personnel, and proper control and reporting of financial information. GAO concluded that OMB actually collected more debt than was anticipated and has ensured that future debt collection prospects look good. Continued oversight by OMB is imperative to ensure that debt collection receives sustained, high priority attention.

121246

[Protest of Commerce Contract Award]. B-207847. May 2, 1983. 6 pp.

Decision re: CRC Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: CRC Systems, Inc.; Department of Commerce.

Authority: 54 Comp. Gen. 60. 57 Comp. Gen. 827. 56 Comp. Gen. 473. 55 Comp. Gen. 1111. B-187160 (1977). B-184402 (1975). B-190530 (1979). B-201368 (1981). B-198706 (1980). B-207149.2 (1982). B-193229 (1979).

Abstract: A firm protested a Department of Commerce contract award which called for fixed-price offers to study the development of an office automation management strategy. The protester contended that its proposal, which offered the lowest price and initially received the highest technical score, was improperly rejected without meaningful discussions and was not rescored. Commerce had asked the protester to respond to two evaluation comments about an area of weakness in the bid. The protester argued that, since Commerce did not specifically identify the weakness, the request did not constitute a meaningful discussion. GAO noted that an agency is only required to alert an offerer of a perceived weakness in its proposal, and Commerce met that requirement. GAO also noted that a point scoring system does not determine the outcome of competition, it merely establishes a competitive range. Further, GAO held that, since the protester did not adequately respond to Commerce's concerns, the proposal was properly rejected as unacceptable and the judgment was not an objectionable matter. Accordingly, the protest was denied.

121276

[Program and Budget Information on the President's Budget for FY 1984]. PAD-83-39; B-197735. February 17, 1983. 2 pp. plus 1 appendix (2 pp.).

Report to Sen. Jesse A. Helms, Chairman, Senate Committee on Agriculture, Nutrition, and Forestry; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: Government-Wide.

Congressional Relevance: Senate Committee on Agriculture, Nutrition, and Forestry; *Sen. Jesse A. Helms.*

Authority: 31 U.S.C. 1113.

Abstract: GAO presented material for consideration in preparation of the Senate Agriculture, Nutrition, and Forestry Committee's views and estimates report on the President's fiscal year (FY) 1984 budget proposals. **Findings/Conclusions:** GAO provided: (1) a description of data and information maintained in the GAO Legislative, Authorization, Program, and Budget Information System; (2) a listing of programs and authorization data for entities under the committee's jurisdiction; (3) a listing of programs requiring reauthorization in FY 1983 or later; and (4) a listing of budgetary data by agencies, bureaus, and accounts under the committee's jurisdiction. GAO stated that it would provide program level budgetary data as they become available.

121277

[Program and Budget Information on the President's Budget for FY 1984]. PAD-83-32; B-197735. February 17, 1983. 2 pp. plus 1 appendix (2 pp.).

Report to Sen. Robert J. Dole, Chairman, Senate Committee on Finance; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.
Budget Function: Congressional Information Services (990.5).
Organization Concerned: Government-Wide.
Congressional Relevance: Senate Committee on Finance; Sen. Robert J. Dole.
Authority: 31 U.S.C. 1113.

Abstract: GAO presented material for consideration in preparation of the Senate Finance Committee's views and estimates report on the President's fiscal year (FY) 1984 budget proposals. **Findings/Conclusions:** GAO provided: (1) a description of data and information maintained in the GAO Legislative, Authorization, Program, and Budget Information System; (2) a listing of programs and authorization data for entities under the committee's jurisdiction; (3) a listing of programs requiring reauthorization in FY 1983 or later; and (4) a listing of budgetary data by agencies, bureaus, and accounts under the committee's jurisdiction. GAO stated that it would provide program level budgetary data as they become available.

121278

[Program and Budget Information on the President's Budget for FY 1984]. PAD-83-29; B-197735. February 17, 1983. 2 pp. plus 1 appendix (2 pp.).

Report to Sen. Edwin (Jake) Garn, Chairman, Senate Committee on Banking, Housing and Urban Affairs; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: Government-Wide.

Congressional Relevance: Senate Committee on Banking, Housing and Urban Affairs; Sen. Edwin (Jake) Garn.

Authority: 31 U.S.C. 1113.

Abstract: GAO presented material for consideration in preparation of the Senate Banking, Housing and Urban Affairs Committee's views and estimates report on the President's fiscal year (FY) 1984 budget proposals. **Findings/Conclusions:** GAO provided: (1) a description of data and information maintained in the GAO Legislative, Authorization, Program, and Budget Information System; (2) a listing of programs and authorization data for entities under the committee's jurisdiction; (3) a listing of programs requiring reauthorization in FY 1983 or later; and (4) a listing of budgetary data by agencies, bureaus, and accounts under the committee's jurisdiction. GAO stated that it would provide program level budgetary data as they become available.

121279

[Program and Budget Information on the President's Budget for FY 1984]. PAD-83-36; B-197735. February 17, 1983. 2 pp. plus 1 appendix (2 pp.).

Report to Sen. William V. Roth, Jr., Chairman, Senate Committee on Governmental Affairs; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: Government-Wide.

Congressional Relevance: Senate Committee on Governmental Affairs; Sen. William V. Roth, Jr.

Authority: 31 U.S.C. 1113.

Abstract: GAO presented material for consideration in preparation of the Senate Governmental Affairs Committee's views and estimates report on the President's fiscal year (FY) 1984 budget proposals. **Findings/Conclusions:** GAO provided: (1) a description of data and information maintained in the GAO Legislative, Authorization, Program, and Budget Information System; (2) a listing of programs and authorization data for entities under the committee's jurisdiction; (3) a listing of programs requiring reauthorization in FY 1983 or later; and (4) a listing of budgetary data by agencies, bureaus, and accounts under the committee's jurisdiction. GAO stated that it would provide program level budgetary data as they become available.

121280

[Program and Budget Information on the President's Budget for FY 1984]. PAD-83-35; B-197735. February 17, 1983. 2 pp. plus 1 appendix (2 pp.).

Report to Rep. E. (Kika) de la Garza, Chairman, House Committee on Agriculture; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: Government-Wide.

Congressional Relevance: House Committee on Agriculture; Rep. E. (Kika) de la Garza.

Authority: 31 U.S.C. 1113.

Abstract: GAO presented material for consideration in preparation of the House Agriculture Committee's views and estimates report on the President's fiscal year (FY) 1984 budget proposals. **Findings/Conclusions:** GAO provided: (1) a description of data and information maintained in the GAO Legislative, Authorization, Program, and Budget Information System; (2) a listing of programs and authorization data for entities under the committee's jurisdiction; (3) a listing of programs requiring reauthorization in FY 1983 or later; and (4) a listing of budgetary data by agencies, bureaus, and accounts under the committee's jurisdiction. GAO stated that it would provide program level budgetary data as they become available.

121281

[Program and Budget Information on the President's Budget for FY 1984]. PAD-83-40; B-197735. February 17, 1983. 2 pp. plus 1 appendix (2 pp.).

Report to Sen. Alan K. Simpson, Chairman, Senate Committee on Veterans' Affairs; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: Government-Wide.

Congressional Relevance: Senate Committee on Veterans' Affairs; Sen. Alan K. Simpson.

Authority: 31 U.S.C. 1113.

Abstract: GAO presented material for consideration in preparation of the Senate Veterans' Affairs Committee's views and estimates report on the President's fiscal year (FY) 1984 budget proposals. **Findings/Conclusions:** GAO provided: (1) a description of data and information maintained in the GAO Legislative, Authorization, Program, and Budget Information System; (2) a listing of programs and authorization data for entities under

committee's jurisdiction; (3) a listing of programs requiring reauthorization in FY 1983 or later; and (4) a listing of budgetary data by agencies, bureaus, and accounts under the committee's jurisdiction. GAO stated that it would provide program level budgetary data as they become available.

121282

[Program and Budget Information on the President's Budget for FY 1984]. PAD-83-41; B-197735. February 17, 1983. 2 pp. plus 1 appendix (2 pp.).

Report to Sen. Paul Laxalt, Chairman, Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Program and Budget Information for Congressional Use: Development and Maintenance of an Inventory of Federal Programs (3411).

Contact: Program Analysis Division.

Budget Function: Congressional Information Services (990.5).

Organization Concerned: Government-Wide.

Congressional Relevance: Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Sen. Paul Laxalt.

Authority: 31 U.S.C. 1113.

Abstract: GAO presented material for consideration in preparation of the views and estimates report on the President's fiscal year (FY) 1984 budget proposals by the Senate Committee on Appropriations' State, Justice, Commerce, and the Judiciary Subcommittee. **Findings/Conclusions:** GAO provided: (1) a description of data and information maintained in the GAO Legislative, Authorization, Program, and Budget Information System; (2) a listing of programs and authorization data for entities under the committee's jurisdiction; (3) a listing of programs requiring reauthorization in FY 1983 or later; and (4) a listing of budgetary data by agencies, bureaus, and accounts under the committee's jurisdiction. GAO stated that it would provide program level budgetary data as they become available.

121285

[Aging Issues in the 1980's: A Computerized Information System]. April 23, 1983. 4 pp. plus 2 appendices (5 pp.).

Speech before the Ohio Academy of Science; by William F. Laurie, Project Manager, GAO Field Operations Division: Regional Suboffice (Cleveland).

Contact: Field Operations Division: Regional Suboffice (Cleveland).

Organization Concerned: Ohio Academy of Science.

Abstract: GAO presented material derived from data provided by the White House Conference on Aging. GAO developed a conceptual model, focusing on the health, economic, and social aspects affecting the elderly. GAO also developed an information system on these issues. The major areas of concern include long-term health care, employment, and quality of life. GAO commented that most of these issues would impact budgets and the action taken would involve Federal, State, and local governments and agencies.

121298

[Protest of Navy Contract Award]. B-211428. May 6, 1983. 2 pp. Decision re: Supreme Equipment & Systems Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Supreme Equipment & Systems Corp.; Department of the Navy: Naval Facilities Engineering Command; Wilner Construction Co.

Authority: 4 C.F.R. 21.2(a). B-207181 (1982). B-208557.2 (1982). B-209435.3 (1982).

Abstract: A firm protested a Navy contract award under a solicitation for an automated weapon storage and retrieval system. The protester was a potential supplier to the prime contractor and contended that the awardee intended to utilize a supplier whose product did not meet the solicitation specifications. Under bid protest procedures, a party is only interested if it would be eligible for award if issues raised were resolved in its favor. Since the protester was not eligible for award, it was not an interested party. Further, GAO does not consider complaints about prospective subcontract awards, since the Government's approval of the selection of a subcontractor is a matter of contract administration. Accordingly, the protest was dismissed.

121311

[Oversight and Reauthorization of the Paperwork Reduction Act]. May 6, 1983. 8 pp.

Testimony before the Senate Committee on Governmental Affairs: Information Management and Regulatory Affairs Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Refer to GGD-83-35, April 20, 1983, Accession Number 121241.

Contact: General Government Division.

Organization Concerned: General Services Administration; Office of Management and Budget.

Congressional Relevance: Senate Committee on Governmental Affairs: Information Management and Regulatory Affairs Subcommittee.

Authority: Paperwork Reduction Act of 1980. Administrative Procedure Act. H.R. 2718 (98th Cong.). OMB Circular A-71.

Abstract: GAO discussed the oversight and reauthorization of the Paperwork Reduction Act. The Office of Management and Budget (OMB) has made some progress toward implementing the act, especially in the area of reducing Federal paperwork burdens; however, it has fallen behind schedule in meeting statutory milestones for completing other task requirements. GAO believes that OMB needs to provide stronger leadership to Federal agencies to capitalize on the potential benefits of advanced ADP and telecommunications technology. OMB has done little to carry out its responsibilities for statistical policy development, coordination, and oversight. GAO stated that progress toward full implementation of the act has not been as complete or timely as it could have been. In large measure, this appears to result from decisions to assign to the Office of Information and Regulatory Affairs (OIRA) regulatory reform responsibilities outside the scope of the act, although the office was specifically established to lead the act's implementation. OIRA has assumed these responsibilities along with a sharply increased Paperwork Reduction workload. GAO does not wish to minimize the importance of regulatory reform, but the effect of these combined responsibilities dilutes OIRA resources needed to carry out its Paperwork Reduction responsibilities. GAO suggested three options for Congress to consider, which GAO believes complement its recommendations from a prior report to OMB. These include: (1) a requirement that OMB report to Congress on the resources needed and expended for its Paperwork Act activities; (2) provision for separate funding to OMB for implementing the act; or (3) specific statutory prohibition of OIRA undertaking activities not related to the act. GAO supports H.R. 2718, a bill to reauthorize the Paperwork Reduction Act and strengthen several provisions of it.

121316

More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public. GGD-83-42; B-180224. April 28, 1983. 10 pp. plus 1 appendix (3 pp.). Report to David A. Stockman, Director, Office of Management and Budget; by Daniel F. Stanton, (for William J. Anderson, Director), GAO General Government Division.

Issue Area: Information Management: Adequacy of the Federal Government's Information Collection Controls (4206).

Contact: General Government Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: General Services Administration; Office of Management and Budget.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Governmental Affairs.

Authority: Records Disposal Act. Records Act. Paperwork Reduction Act of 1980 (P.L. 96-511). Food, Drug and Cosmetic Act (21 U.S.C. 355(e)). H.R. 316 (97th Cong.). S. 961 (97th Cong.). S. 1792 (97th Cong.).

Abstract: GAO reviewed compliance with a provision of the Paperwork Reduction Act of 1980, which requires the Office of Management and Budget (OMB) to develop standards relating to federally imposed record retention requirements, to determine whether the Government has acted to reduce the impact of those requirements. **Findings/Conclusions:** GAO found that some businesses are confused about the length of time they must keep records for the Federal Government. GAO also found that some businesses have a difficult time identifying and interpreting Federal recordkeeping requirements. These businesses believe this burden could be minimized if the Government would provide them with a dependable guide to identify applicable Federal recordkeeping requirements. GAO believes that OMB should develop such a guide as part of its responsibility under the act. Effective control of Federal recordkeeping requirements requires that OMB establish reasonable retention standards for agencies to follow and that it ensure that agencies follow them. OMB has taken preliminary steps toward establishing standards; however, these steps have been done piecemeal and have been given a low priority. Consequently, little progress has been made toward developing useful record retention standards. **Recommendation To Agencies:** The Director, OMB, should direct the Office of Information and Regulatory Affairs (OIRA) to develop and place a higher priority on implementing a plan to establish and enforce record retention standards for recordkeeping requirements levied by agencies on businesses, individuals, and State and local governments. The Director, OMB, should direct the OIRA Administrator to work with the General Services Administration (GSA) in developing this plan, including assigning tasks and providing resources needed to accomplish these tasks. The Director, OMB, should direct the OIRA Administrator to require that agencies specify proposed retention periods and standard industrial classification data for all recordkeeping requirements submitted for review. The Director, OMB, should direct the OIRA Administrator to ensure that the retention periods and standard industrial classification data are entered into the Reports Management System for future analysis. The Director, OMB, should direct the OIRA Administrator to work with GSA to reinstate publication of a guide to Federal recordkeeping requirements.

121320

Aviation Safety Hazards. August 5, 1982. 11 pp. Testimony before the House Committee on Public Works and

Transportation: Investigations and Oversight Subcommittee; by Henry Eschwege, Director, GAO Community and Economic Development Division.

Refer to CED-80-66, February 29, 1980, Accession Number 111699.

Contact: Community and Economic Development Division.

Organization Concerned: Federal Aviation Administration; National Transportation Safety Board.

Congressional Relevance: House Committee on Public Works and Transportation: Investigations and Oversight Subcommittee.

Abstract: Testimony was given concerning a followup review of the recommendations in a 1980 GAO report on the Federal Aviation Administration's (FAA) ability to deal with aircraft safety hazards. The report had specified that FAA needed: (1) effective systems for identifying safety hazards; (2) a comprehensive planning process to address aviation safety hazards; (3) an adequate system for preparing, reviewing, and approving individual program plans; (4) an adequate system of controls to govern the implementation phase of safety projects; and (5) sufficient evaluation of safety programs and projects. During the followup review, GAO found that, although FAA has taken and is planning to take actions that should help it deal more effectively with safety hazards, it needs to do more. FAA has initiated a design for a computer-based safety information system which will link its data bases with those of Government agency and private industry data bases. The design specification for the system is currently being reviewed by FAA and implementation is targeted for December 1984. FAA and the National Transportation Safety Board have been working together on the issue of the collection of accident/incident information. FAA has also established a task force to study human factors which contribute to aircraft safety hazards and is analyzing the information obtained by the task force to select items for further research. FAA has begun the process of comprehensive planning for addressing aviation safety issues; however, it saw no need for the top management safety analysis group which GAO suggested. GAO also found that no evaluations of safety activities have been performed since the issuance of the 1980 report. Finally, GAO found that much of the criticism which FAA has recently received because of its failure to find solutions to problems in aircraft cabin fire safety have been justified. Completion dates for projects in this area have been extended and some of its research results are of questionable value. GAO strongly endorsed the establishment of an agencywide major system acquisition management process by FAA, and it continued to believe that there is a need for the establishment of an agencywide system for dealing with major safety hazards like the one established for major system acquisitions.

121321

[Protest Alleging Restrictive RFP Provisions]. B-211547. May 9, 1983. 1 p.

Decision re: Universal Design Systems, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Universal Design Systems, Inc.; Veterans Administration.

Authority: 4 C.F.R. 21.2(b)(1). B-193611 (1979).

Abstract: A firm protested that various provisions in a Veterans Administration request for proposals for automatic data processing services were arbitrary or unduly restrictive and precluded the firm from participating in the procurement. Because the protest involved alleged solicitation improprieties that were apparent prior to the closing date for receipt of proposals, it should have been filed before that date. Since this protest was not filed within this timeframe, the protest was untimely and not for consideration on its merits. Accordingly, the protest was dismissed.

121324

[*Request for Reconsideration*]. B-208786.3. May 10, 1983. 7 pp.

Decision re: Mitek Systems, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Mitek Systems, Inc.; Department of the Navy: Naval Supply Systems Command: Naval Regional Contracting Office, Long Beach, CA; DataWare Development.

Authority: 4 C.F.R. 21.2(b)(2). D.A.R. 4-106.3. B-208786 (1982). B-208786.2 (1982). B-206327.4 (1982). B-196165 (1981). B-188372 (1977). B-197516 (1980). B-205380 (1982). B-206268 (1982). B-200839 (1982). B-201939 (1981). B-206810.4 (1982). 15 U.S.C. 637(b)(7).

Abstract: A firm requested a reconsideration of a decision in which GAO affirmed its previous dismissal of a protest as untimely. This series of protests concerned a Navy contract award for software and programing services. Upon review, GAO found that the record as to when the protester received the award announcement was unclear and GAO resolved the timeliness issue in the protester's favor. The protester contended that, since it and the awardee offered technically equal proposals, it should have been given the contract because it offered the lowest cost. GAO stated that the matter of the technical superiority of a proposal is a judgment within the discretion of the procuring agency and that the procuring agency acted not only in the best interest of the Government but also consistently with the solicitation criteria. Accordingly, GAO denied this basis of the protest. The protester further contended that: (1) the contracting officer did not refer the question of its competency to the Small Business Administration (SBA); (2) the Navy did not use correct figures to compare its costs to other offerers'; and (3) the Navy violated Defense Acquisition Regulations by confining its request for best and final offers to technical areas and not requesting a total price. Regarding referral to SBA, GAO stated that the question of the protester's responsibility was not an issue. In considering the other allegations, GAO stated that the protester had the opportunity to revise its figures when best and final offers were requested, and it failed to do so; therefore, GAO found the remainder of the protest untimely. Accordingly, the protest was denied in part and dismissed in part.

121341

[*Food Bibliography*]. RCED-83-110. April 1983. 155 pp. by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Refer to CED-81-73, April 1981, Accession Number 115134.

Contact: Resources, Community, and Economic Development Division.

Abstract: This bibliography includes information on GAO documents which directly or indirectly relate to food, agriculture, or nutrition which were released between January 1981 and December 1982.

121348

[*Protest of SSA Contract Award*]. B-202813.3. May 12, 1983. 2 pp.

Decision re: M/A COM Sigma Data, Inc.; by F. Henry Barclay, Jr., (for Harry R. Van Cleve, Acting General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: M/A COM Sigma Data, Inc.; Paradyne Corp.; Social Security Administration.

Authority: Securities Act of 1933 (15 U.S.C. 77q(a)). Securities Exchange Act of 1934 (15 U.S.C. 78). Securities and Exchange Commission v. Paradyne Corp., Civ. Act No. 83-351 (M.D. Fla. 1983).

ADP Bibliography

Abstract: A firm protested the award of a contract under a request for proposals issued by the Social Security Administration (SSA) to update its existing computer access telecommunications data system. The protester contended that, because a suit had been filed against the awardee alleging fraudulent testing activity of its equipment, the contract award should be made to the next low bidder. The protester also requested award of proposal preparation costs and asked that SSA reconsider its denial of its original protest. GAO would not consider the protest and claim for proposal preparation costs, because the allegations against the awardee had only recently been filed in court, so that no evidence had been presented nor a judgment rendered. Accordingly, the protest and claim were dismissed.

121351

[*Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems*]. HRD-83-49; B-211436. April 28, 1983. Released May 12, 1983. 13 pp. plus 2 appendices (2 pp.). Report to Rep. Carl D. Perkins, Chairman, House Committee on Education and Labor; by Philip A. Bernstein, Director, GAO Human Resources Division.

Issue Area: Federally Sponsored or Assisted Employment and Training Programs: Job Service's Assistance to the Unemployed in Finding Jobs (3224); Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: Human Resources Division.

Budget Function: Education, Training, Employment, and Social Services: Other Labor Services (505.0).

Organization Concerned: Department of Labor.

Congressional Relevance: House Committee on Education and Labor; Rep. Carl D. Perkins.

Authority: Job Training Partnership Act of 1982 (P.L. 97-300).

Abstract: In response to a congressional request, GAO reported on three types of reporting systems used by State employment services. GAO looked at the problems experienced with these systems, how the problems affect labor market information, operational and procedural problems that may prevent the successful implementation of various Job Training Partnership Act (JTPA) requirements, and factors which the Secretary of Labor should consider when formulating the guidelines and regulations for implementing the JTPA. **Findings/Conclusions:** GAO found several issues within the Job Bank, the Applicant Data System (ADS), and the Employment Security Automated Reporting System (ESARS) that raise questions about the successful implementation of some of the JTPA information system requirements. The systems are experiencing several problems which affect the accuracy and timeliness of the reports and the data which they contain. GAO believes that the operational and procedural problems should be corrected to improve the accuracy and timeliness of the data in the systems. Only a few States which GAO contacted have the resources and capabilities to correct the problems and to independently meet JTPA requirements. In the past, State officials have depended on the Department of Labor to provide technical and programing assistance, as well as financial support and other resources for the successful operation of the systems. However, Labor's regulations for implementing the JTPA requirements have not been issued, and the degree to which Labor will assist States with their systems has not yet been established.

121366

[*Protest of Navy Refusal To Consider Revised Proposal*]. B-207660.3. May 16, 1983. 6 pp.

Decision re: Burroughs Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Burroughs Corp.; Department of the Navy; Naval Data Automation Command; Navy Automatic Data Processing Selection Office.

Authority: 50 Comp. Gen. 547. D.A.C. 76-17. D.A.R. 3-805.4(b). B-173665.2 (1972). B-196729.2 (1980). B-203731 (1982). B-207660 (1982).

Abstract: A firm protested a Navy decision to refuse to consider its revised technical proposal under a request for proposals (RFP) for automatic data processing modems and line monitoring equipment. The protester alleged that the Navy made substantial changes to the RFP requirements after the closing date for receipt of initial proposals which permitted the Navy to accept its proposal, even though it was initially rejected as late. The protester contended that Defense Acquisition Regulations were violated since a substantial change either mandates cancellation of an RFP or consideration of its proposal. GAO agreed with the Navy's decision to refuse to consider the protester's proposal. Defense Acquisition Regulations allow a contracting agency to allow only the responding offerers to participate in the procurement where amendments to an RFP are not substantial and the contracting officer's decision not to cancel the RFP was not shown to be without a reasonable basis. GAO also found the fundamental nature of the RFP remained unchanged. Based on a review of the amendment, GAO found no basis to question the Navy's explanation of the changes in that amendment. Accordingly, the protest was denied.

121367

[Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme]. B-210204. May 16, 1983. 4 pp.

Decision re: Galler Associates, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Galler Associates, Inc.; Defense Logistics Agency.

Authority: 55 Comp. Gen. 636. 61 Comp. Gen. 194. B-186614 (1976). B-198889 (1981).

Abstract: A firm protested a Defense Logistics Agency (DLA) contract award under a request for proposals for automatic data processing services. The protester contended that DLA improperly altered the evaluation scheme after the receipt and evaluation of initial proposals. Prior to the submission of best and final offers, DLA issued amendments to the solicitation to correct an ambiguity in the evaluation and selection scheme. The protester argued that this change, issued 4 months after the submission of initial proposals, was not permissible. GAO found that the DLA action was proper, because an agency may depart from an announced evaluation plan if it informs all offerers of the change and provides them with the opportunity to restructure their proposals. GAO found nothing improper in the DLA alteration of the evaluation approach to provide for award based on an overall cost and technical factors rating. Furthermore, since DLA informed the offerers of the change by issuing an amendment prior to the cutoff date for best and final offers, the protester could have revised its proposal to reflect the new evaluation scheme had it chosen to do so. Therefore, GAO found no basis upon which to question the award, and the protest was denied.

121383

[Claim for Payment by Virtue of Assignment of Proceeds]. B-206356. May 17, 1983. 3 pp.

Decision re: Spectrum; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Spectrum; Department of the Army; New Cumberland Army Depot; SMS Leasing, Inc.; Harris Corp.

Authority: Assignment of Claims Act of 1940. 23 Comp. Gen. 943. 54 Comp. Gen. 80. D.A.R. 7-103.8. Beaconwear Clothing Co. v. United States, 355 F.2d 583 (Ct. Cl. 1966).

Abstract: A financing institution claimed payment of an amount by virtue of an assignment of proceeds which it received from a computer equipment manufacturer under an Army lease contract. It contended that the amount claimed had been paid to a subsequent assignee under the same contract. The claimant contended that its assignment was absolute and had never been released and, therefore, the payments to the other assignee were improper. The equipment manufacturer had leased two separate lots of equipment to the Government under the same contract, one of which was financed by the claimant, and the other was financed by the second assignee. The Army held that the second lot of equipment was leased under a separate transaction, neither included nor contemplated under the initial assignment from the claimant. Therefore, it felt that the equipment manufacturer was under no obligation to obtain a release from the claimant. GAO found that the claimant had no basis for its claim since it had received all payments commensurate with the equipment it financed under the contract; therefore, the claim was found to be without basis.

121385

[Protest of USIA Contract Award]. B-210104. May 17, 1983. 4 pp. **Decision re:** Visions, Ltd.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: United States Information Agency; Visions Paratechnical; Control Cable Inc.; Visions, Ltd.

Authority: B-191238 (1978). B-208164 (1982).

Abstract: A firm protested a U.S. Information Agency contract award for the moving and installation of computer equipment. The protester contended that the technical evaluation score of the awardee's proposal was improperly changed after the receipt of a late letter from a proposed subcontractor and changes were made in the cost calculations of the awardee's proposal. The protester contended that, but for these changes, it would have been the low overall bidder. GAO stated that neither the solicitation specifications nor Federal regulations require that timely receipt of hand-carried bids be proved by a time-date stamp or other documentary evidence. Therefore, GAO did not object to the agency's accepting the subcontractor's statement as to the timely delivery of its letter. Therefore, the agency did not act improperly by considering information contained in the letter. Accordingly, the protest was denied.

121414

Federal Agencies Could Save Time and Money With Better Computer Software Alternatives. AFMD-83-29; B-210595. May 20, 1983. 9 pp. plus 2 appendices (28 pp.).

Report to David A. Stockman, Director, Office of Management and Budget; Gerald P. Carmen, Administrator, General Services Administration; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Automatic Data Processing: User Requirements and Systems Specifications for Software (0105).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: General Services Administration; Department of Commerce; Office of Management and Budget; Gas Turbine Corp.; Energy Maintenance Corp.

Authority: Automatic Data Processing Equipment Act (P.L.

89-306). Paperwork Reduction Act of 1980 (P.L. 96-511). OMB Circular A-71. OMB Circular A-121.

Abstract: GAO undertook a review to identify: (1) problems Federal agencies have in satisfying their application software needs; (2) options available to agencies in acquiring application software; (3) whether agencies are taking advantage of the most beneficial options; and (4) recommendations to help satisfy Federal software needs faster and more economically. **Findings/Conclusions:** GAO found a number of methods that can reduce the costs and delays associated with custom development of new software. Currently, application software needs can be satisfied by: (1) making new software through software development; (2) using generators or problem-oriented packages; (3) using vendor software packages; (4) sharing existing software; and (5) modifying and enhancing existing software. GAO found that no overall process exists to ensure that Federal agencies consider alternative methods of satisfying software needs. In the data processing installations which GAO visited, over 98 percent of the software inventories had been custom developed, which is a long and costly process. Only about 1 percent of their applications software was acquired off the shelf. Many Federal and private computer installations have common tasks, and existing software developed elsewhere is available. Despite the general lag in Federal use of packaged software and other alternatives, GAO has found that a few Federal agencies have initiated cost effective solutions to their software needs. **Recommendation To Agencies:** The OMB Director should direct agencies that develop applications and agencies that operate software sharing activities to make their software, documentation, and directories available to the Federal Software Exchange Center operated by the GSA Office of Software Development. In addition, he should analyze the possibility of combining some of the other agencies' software sharing efforts with the Exchange Center's efforts to reduce duplication. The Administrator of General Services should direct that the schedule contracts branch of GSA Office of Information Resources Management require vendors to complete a standard software summary on each software product for which they negotiate a contract and forward the summaries to the Federal Software Exchange Center for inclusion in the catalog section that deals with vendor software. The Administrator of General Services should direct that the Office of Software Development demonstrate the concept of Federal use of vendor-developed proprietary application software by selecting from one to three vendor-developed application packages and modifying them for general use by Federal agencies as pilot projects. The Administrator of General Services should direct that the Federal Software Exchange Center demonstrate the concept of deliberate reuse of federally owned application software by acquiring, enhancing, and advertising for general use at least one commonly used large-scale application, such as a Federal personnel system, as a pilot project. The heads of Federal agencies should install formal software selection procedures on how to identify, evaluate, and select ways of meeting software needs, including vendor packages and shared software as well as custom development, and require that the selection process be documented.

121471

Response to Specific Questions on the Indian Point Probabilistic Safety Study. RCED-83-158; B-211642. May 24, 1983. 6 pp. plus 2 appendices (50 pp.).

Report to Rep. Richard L. Ottinger, Chairman, House Committee on Energy and Commerce: Energy Conservation and Power Subcommittee; by Baltas E. Birkle, (for J. Dexter Peach, Director), GAO Resources, Community, and Economic Development Division.

Issue Area: Energy: Actions To Reduce Risks of Nuclear Fuel Cycle (1623).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Supply (271.0).

Organization Concerned: Nuclear Regulatory Commission.

Congressional Relevance: House Committee on Energy and Commerce: Energy Conservation and Power Subcommittee; Rep. Richard L. Ottinger.

Abstract: Pursuant to a congressional request, GAO reviewed the reliance placed on probabilistic risk assessment (PRA) techniques by the Nuclear Regulatory Commission. Particular emphasis was placed on the safety assessments performed at the Indian Point nuclear powerplants located close to New York City. **Findings/Conclusions:** GAO stated that the Indian Point PRA is a comprehensive assessment which evaluates plant systems performance, the ability of the plant to contain radioactivity, and the consequences of potential accidents. While many analysts consider the Indian Point PRA to be the state-of-the-art in risk assessment, it suffers from the same fundamental problems as all PRA's: uncertainty and incomparability of results. Also, GAO concluded that, although the study identified the dominant contributors to risk, it did not identify the precise level of risk from operating the Indian Point nuclear powerplants.

121476

Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership. AFMD-83-68; B-211810. May 26, 1983. 6 pp.

Report to Malcolm Baldrige, Secretary, Department of Commerce; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: National Productivity: Restructuring the Federal Grants System To Enhance Its Impact on Productivity (2908).

Contact: Accounting and Financial Management Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Department of Commerce; National Aeronautics and Space Administration; National Science Foundation.

Congressional Relevance: House Committee on Appropriations: State, Justice, Commerce and Judiciary Subcommittee; House Committee on Energy and Commerce; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Senate Committee on Commerce, Science and Transportation.

Authority: Stevenson-Wydler Technology Innovation Act of 1980 (P.L. 96-480).

Abstract: GAO determined how Federal efforts collectively influence the adoption of automated manufacturing technologies and whether any changes in overall Federal involvement or leadership are indicated. **Findings/Conclusions:** GAO found that the Government is taking an uncoordinated approach in its activities and policy decisions that can facilitate or impede private sector adoption of automated manufacturing. GAO believes that, to improve the effectiveness of Federal automated manufacturing efforts and to keep pace with other countries adopting such technologies, more focused leadership is needed. The Department of Commerce should take on a leadership role to bring together interested parties and ensure that Federal efforts to encourage automated manufacturing are rational and cost effective. **Recommendation To Agencies:** The Department of Commerce should assume leadership in guiding Federal efforts related to automated manufacturing. Specifically, Commerce should work with affected agencies and industries to develop an appropriate Federal mechanism for: (1) planning, assessing, and coordinating Federal efforts related to automated manufacturing; (2) evaluating the impact of these Federal efforts; (3) identifying research gaps; and (4) maintaining a continuing dialogue with affected parties in both the public and private sectors.

121480

A Bibliography of Documents Issued by the GAO on Matters Related to: ADP. AFMD-83-53. May 1983. 213 pp.

Contact: Accounting and Financial Management Division.

Abstract: A bibliography is presented which includes information on GAO documents which relate to automatic data processing (ADP). The documents were either released during 1982 or determined to be ADP-related during 1982. The material covered in this bibliography represents the total ADP-related effort of all the GAO offices and divisions.

121481

[Protest of Navy Evaluation Criteria]. B-209379. May 27, 1983. 5 pp.

Decision re: Sperry Corp.: Sperry Univac Division; by F. Henry Barclay, Jr., (for Harry R. Van Cleve, Acting General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: Sperry Corp.: Sperry Univac Division; International Business Machines Corp.; Department of the Navy.

Authority: 4 C.F.R. 21.2(b)(1). B-204791 (1982). B-204785 (1982).

Abstract: A firm protested the consideration of software conversion costs in evaluating offers under a Navy solicitation for the replacement of automatic data processing equipment. The protester claimed that the Navy biased the procurement in favor of the awardee's equipment by assessing a penalty for software conversion costs as part of the technical evaluation of the system-life costs of systems not manufactured by the awardee. The protester claimed the assessment was not justifiable and tended to restrict competition. Further, the firm contended that the data used to calculate conversion costs should be disclosed to the vendors to facilitate competition. Because the solicitation stated that conversion costs would be evaluated and the firm did not protest until after the completion of the first phase of the procurement, GAO dismissed the protest as untimely filed. Further, since the protester chose to withdraw from the competition, GAO also dismissed both its contention that the cost differential used in the evaluation was unjustifiable and its complaint that the basis for the cost study should have been disclosed. Accordingly, the protest was dismissed.

121487

[Department of Energy Management of the Strategic Petroleum Reserve]. May 24, 1983. 16 pp.

Testimony before the House Committee on Government Operations: Environment, Energy and Natural Resources Subcommittee; by F. Kevin Boland, Senior Associate Director, GAO Resources, Community, and Economic Development Division.

Contact: Resources, Community, and Economic Development Division.

Organization Concerned: Department of Energy; Defense Contract Audit Agency.

Congressional Relevance: House Committee on Government Operations: Environment, Energy and Natural Resources Subcommittee.

Abstract: GAO discussed selected facets of the Department of Energy's (DOE) management of Strategic Petroleum Reserve (SPR) activities. In reviewing DOE audit recommendation followup procedures, GAO noted a wide disparity between contract expenditures questioned by the Defense Contract Audit Agency (DCAA) and the amounts recovered by DOE in individual audit reports. To assess this disparity, GAO suggested that contractors'

accounting systems be examined. Regarding the tracking of audit recommendations, GAO found that DOE has given this function to SPR management. However, although SPR maintains documentation on audit report followups, it does not track the resolution of recommendations contained in DCAA audits. GAO also noted that DOE does not have centrally controlled, automated instrumentation and control systems at Bryan Mound and West Hackberry, which are the two largest storage sites. DOE is presently evaluating this situation to assess the costs and benefits of making the equipment operable and incorporating it into the system. GAO concluded that the success of the SPR instrumentation and control systems at the two sites depends upon the contractors' ability to make the systems operational and maintain them after development. GAO also cited the need for DOE to establish good quality assurance programs.

121492

The Federal Role in Fostering University-Industry Cooperation. PAD-83-22; B-210894. May 25, 1983. Released June 1, 1983. 54 pp.

Report to Rep. Don Fuqua, Chairman, House Committee on Science and Technology; Rep. Larry Winn, Jr., Ranking Minority Member, House Committee on Science and Technology; Sen. Bob Packwood, Chairman, Senate Committee on Commerce, Science and Transportation; Sen. Ernest F. Hollings, Ranking Minority Member, Senate Committee on Commerce, Science and Transportation; by Morton A. Myers, Director, GAO Program Analysis Division.

Issue Area: Science and Technology: Non-Line-of-Effort Assignments (2051).

Contact: Program Analysis Division.

Budget Function: General Science, Space, and Technology: General Science and Basic Research (251.0).

Organization Concerned: National Science Foundation.

Congressional Relevance: House Committee on Science and Technology; Senate Committee on Commerce, Science and Transportation; Rep. Don Fuqua; Rep. Larry Winn, Jr.; Sen. Bob Packwood; Sen. Ernest F. Hollings.

Authority: Stevenson-Wydler Technology Innovation Act of 1980 (P.L. 96-480).

Abstract: Pursuant to a congressional request, GAO reported on the Federal role in fostering university-industry cooperation. The report developed information and guidelines to enable policymakers to assess whether new or revised Federal initiatives are needed and how they could be designed to ensure that expected outcomes are consonant with the policy objective of fostering closer links between the two sectors. **Findings/Conclusions:** GAO found that the Federal Government has played a significant role in supporting basic and applied research both at universities and high technology firms and in supplying money to create and continue cooperative research and development. GAO concluded that Federal policy initiatives intended to foster closer links between universities and industry should be designed to: (1) relate policy objectives to expected outcomes; (2) use the most appropriate type of collaborative arrangement; and (3) make any targeted financial support contingent upon evidence that the partners proposing the institutional arrangement are prepared to address the generic differences between the two sectors and that the critical factors essential to reconciling them are in place or realizable.

121512

[Protest of DCA Solicitation Cancellation]. B-210239. May 31, 1983. 3 pp.

Decision re: RCA American Communications, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: RCA American Communications, Inc.; Defense Communications Agency; Defense Commercial Communications Office.

Authority: B-197443 (1980). B-205899 (1982).

Abstract: A firm protested the cancellation of a solicitation by the Defense Communications Agency (DCA) for a data communications service. The protester argued that the change in the date of the required service was not sufficient to justify cancellation and that few changes in requirements could occur before the start of the new solicitation process. DCA canceled the solicitation because: (1) the service would not be required for more than a year after the date stated in the original solicitation; (2) additional satellite requirements were anticipated within the year; and (3) a lower price could be obtained resulting from changes in requirements. GAO has recognized that the potential for cost savings is a legitimate basis for canceling a negotiated solicitation. Therefore, the contracting officer had a reasonable basis for cancellation in light of potential savings and the possibility of other changes in the interim. Accordingly, the protest was denied.

121515

Freedom of Information Act Operations at Six Department of Justice Units. GGD-83-64; B-211683. May 23, 1983. Released June 1, 1983. 15 pp.

Report to Rep. Glenn L. English, Chairman, House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Law Enforcement and Crime Prevention: Non-Line-of-Effort Assignments (0551).

Contact: General Government Division.

Budget Function: Administration of Justice: Federal Law Enforcement Activities (751.0).

Organization Concerned: Department of Justice; Federal Bureau of Investigation.

Congressional Relevance: House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee; *Rep.* Glenn L. English.

Authority: Freedom of Information Act. Privacy Act of 1974.

Abstract: GAO was asked to review certain aspects of the Freedom of Information Act (FOIA) operations at selected Department of Justice headquarters units, including the Federal Bureau of Investigation. **Findings/Conclusions:** In general, GAO found that responses to FOIA requests by these units took longer than the 10-day response time required by the act. Without completely automating or centralizing records or making responses to FOIA requests a top priority, significant improvements in the timeliness of responses to FOIA requests do not seem feasible. In summary, GAO found that: (1) the six units reviewed determined FOIA processing priorities informally; (2) according to unit officials, no processing deadlines other than the 10 working days prescribed in the FOIA had been set; (3) primary factors contributing to delays in processing FOIA requests were decentralized records, the volume of requested material, and the sensitivity of law enforcement information; (4) it could not assess the effects of practices and procedures for waiving fees because separate records were not kept on requests involving fee waivers; (5) Justice did not formally respond to the Justice Management Division's 1980 internal evaluation of FOIA activities nor was a response requested; and (6) resources and policy involving FOIA activities have not changed significantly in recent years.

121560

[U.S. Army/Julie Research Laboratories, Inc.] June 9, 1983. 10 pp. *Testimony* before the Senate Committee on Governmental

Affairs; by John A. Rinko, Group Director, GAO National Security and International Affairs Division.

Refer to PLRD-83-35, February 11, 1983, Accession Number 120622; PLRD-81-16, April 3, 1981, Accession Number 114797; and NSIAD-84-8, October 17, 1983, Accession Number 122639.

Contact: National Security and International Affairs Division.

Organization Concerned: Julie Research Laboratories, Inc.; Department of the Army.

Congressional Relevance: Senate Committee on Governmental Affairs.

Authority: A.R. 15-6.

Abstract: Testimony was presented concerning a GAO report on Army actions to resolve issues affecting procurements of automated calibration equipment. In 1981, GAO concluded that the Army needed to assess its actual calibration workload and determine what portion of that work would benefit from automation. Since 1981, the Army has initiated: (1) a "buy one and test one" program; (2) an investigation of Army calibration equipment procurement; (3) an Army assessment of its test, measurement, and diagnostic equipment program; and (4) awarded Julie Research Laboratories, Incorporated (JRL) a contract for six of its automated calibration systems. Because the National Research Council found that the "buy one and test one" program suffered from too many constraints on the project's scope, conduct of the test, and evaluation methodology, it concluded that the test could not serve as a good prototype for more general procurement evaluations of automated calibration systems. An Army investigation found that the JRL proposals had not been properly evaluated in one procurement and that the firm's ability to compete for Government contracts may have been unduly restricted. The Army has undertaken actions to correct this problem. Subsequently, the Army initiated a sole-source procurement of six JRL systems because of the quality and cost of the systems and because no other source for the equipment was readily available. This procurement provided JRL with enough business to ensure its continued existence. GAO believes that decisions to constrain the test and evaluation of the systems and to conduct the tests before fully completing an assessment of its needs were serious flaws in the Army's plan, and it does not believe that the Army should purchase more automated calibrators until it determines the extent to which the JRL system satisfies field needs. Finally, GAO recommended that the Army cancel a second step of its "buy one and test one" program until the effectiveness and economy of using automated calibration equipment has been determined.

121619

[Protest Alleging Air Force RFP Restricts Competition]. B-211889. June 10, 1983. 2 pp.

Decision re: Compucorp; by F. Henry Barclay, Jr., (for Harry R. Van Cleve, Acting General Counsel).

Contact: Office of the General Counsel.

Organization Concerned: Compucorp; Department of the Air Force: Nellis AFB, NV.

Authority: 4 C.F.R. 21. 4 C.F.R. 21.2(a). 4 C.F.R. 21.2(b)(1). 4 C.F.R. 21.1(a). 58 Comp. Gen. 750.

Abstract: A firm protested an Air Force request for proposals for the lease and purchase of word processing equipment, arguing that the solicitation unreasonably restricted competition by limiting consideration to a certain brand of equipment. GAO noted that, although the protest was filed prior to the closing date for receipt of proposals, it was filed more than a month after the Air Force had denied the same protest. Bid protest procedures require that a protest initially filed with a contracting agency must be filed with GAO within 10 days of notification of an adverse agency action. Accordingly, the protest was dismissed as untimely.

121645

[Problems With Uniform Payroll System Reported by DOT Employees]. AFMD-83-24; B-210581. May 11, 1983. Released June 16, 1983. 3 pp. plus 1 enclosure (7 pp.). Report to Sen. Lloyd Bentsen; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of Transportation; Federal Highway Administration: Central Direct Federal Division.

Congressional Relevance: House Committee on Appropriations: Transportation Subcommittee; House Committee on Public Works and Transportation; Senate Committee on Appropriations: Transportation Subcommittee; Senate Committee on Commerce, Science and Transportation; Sen. Lloyd Bentsen.

Abstract: In response to a congressional request, GAO reviewed payroll complaints from employees of the Federal Highway Administration's (FHWA) Central Direct Federal Division (CDFD). **Findings/Conclusions:** GAO noted that the employees' concerns arose from the recent implementation of a centralized Department of Transportation payroll system. Specifically, employees were concerned about: (1) problems resulting from early preparation and certification of time and attendance (T&A) reports; (2) later delivery of paychecks to construction sites; and (3) added costs of the Uniform Payroll System due to additional paperwork, use of express mail, and limitations imposed by the design of the computer program. GAO believes that most of the employees' concerns can be resolved within the framework of the centralized system. **Recommendation To Agencies:** The Secretary of Transportation should direct the FHWA Administrator to require that, whenever possible, the CDFD employees desiring faster delivery of their paychecks request that their checks be mailed directly to their work sites rather than to Denver. The Secretary of Transportation should request, in situations where early certifications are necessary, a deviation from the GAO requirement that certifications not be made earlier than the close of the last day of the pay period. The Secretary of Transportation should direct the FHWA Administrator to require that amended T&A reports be submitted to FHWA headquarters in time to be processed in each pay period's checks, thereby reducing the need for prior period adjustments. The Secretary of Transportation should review the current T&A certification process departmentwide.

121646

Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed. HRD-83-46; B-199383. May 13, 1983. Released June 14, 1983. 40 pp. plus 3 appendices (3 pp.).

Report to Sen. Orrin G. Hatch, Chairman, Senate Committee on Human Resources; by Philip A. Bernstein, Director, GAO Human Resources Division.

Issue Area: Income Security and Social Services: Effective Management of the Post-Entitlement Process (1330).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Department of Labor; Employment Standards Administration: Office of Workers' Compensation

Programs; Department of Labor: Office of the Inspector General.

Congressional Relevance: House Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; House Committee on Education and Labor: Labor Standards Subcommittee; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Labor and Human Resources: Labor Subcommittee; Senate Committee on Labor and Human Resources; Sen. Orrin G. Hatch.

Authority: Coal Mine Health and Safety Act of 1969 (Federal) (30 U.S.C. 801). P.L. 92-303. P.L. 95-227. P.L. 95-239. P.L. 97-119.

Abstract: In response to a congressional request, GAO reviewed the black lung workers' compensation and medical expense payment systems administered by the Department of Labor's Office of Workers' Compensation Programs (OWCP). **Findings/Conclusions:** GAO estimated that through 1982 Labor had incorrectly paid 26 percent of the beneficiaries in the GAO sample, resulting in overpayments and underpayments totaling \$65 million. GAO also estimated that an amount equaling \$24 million of these errors had been corrected by the time that GAO initiated its case file review. In addition, Labor also identified other overpayments which totaled about \$5 million. Beneficiaries were inappropriately receiving more than one black lung benefit from Labor, the Social Security Administration (SSA), or from a State workers' compensation program. According to the responsible officials, many payment errors were caused by the workloads created by amendments to the original black lung legislation. GAO identified several problem areas affecting quality control and recordkeeping which contributed to the payment errors. Labor has recognized many of these problems and has initiated actions to reduce future errors. GAO also found that problems in medical payments identified during an inspector general's review still exist and that Labor has not used fee schedules to ensure that medical payments are reasonable. **Recommendation To Agencies:** The Secretary of Labor should direct OWCP to reestablish district office quality control reviews. The Secretary of Labor should direct OWCP to ensure that OWCP accountability reviews and district office quality control reviews address the accuracy of payment changes made after benefits begin. The Secretary of Labor should direct OWCP to obtain a complete, up-to-date list of SSA claims decisions to identify when benefits should be offset. The Secretary of Labor should direct OWCP to periodically match Labor's benefits rolls with those of SSA to ensure that individuals are not receiving dual black lung benefits to which they are not entitled. The Secretary of Labor should direct OWCP to contact State workers' compensation offices and, where possible, establish mechanisms for periodically matching Labor's benefits rolls with State compensation rolls. The Secretary of Labor should direct OWCP to ensure that interest and medical expenses are identified and billed to coal mine operators. The Secretary of Labor should request the Office of Inspector General to evaluate the Coal Mine Workers' Compensation Division's new processing system to determine whether it effectively implements previous Inspector General recommendations. The Secretary of Labor should monitor the development and implementation of the OWCP fee schedules to ensure that future black lung-related treatment costs are reasonable and that the Coal Mine Workers' Compensation Division appropriately documents payments which exceed these schedules. The Secretary of Labor should direct OWCP to clarify procedures as to when claims examiners should contact State workers' compensation offices to verify claimants' statements related to State black lung benefits. The Secretary of Labor should direct OWCP to follow up on dependent monitoring system reports to determine whether documentation supporting continued eligibility is available. When such information is not available or is not provided by

beneficiaries, it should ensure that past overpayments are identified and collection action is initiated. The Secretary of Labor should direct OWCP to redesign the annual postentitlement questionnaire to clarify the information and documentation needed and review on a timely basis the questionnaire responses to identify when benefit levels should be adjusted. The Secretary of Labor should direct OWCP to ensure that the new automated system is used to record and monitor collection efforts for new and existing debts. The Secretary of Labor should direct OWCP to ensure that supervisors monitor each claims examiner's work by reviewing at least some of the source documents that form the basis for making payment decisions.

121662

Federal Drug Interdiction Efforts Need Strong Central Oversight. GGD-83-52; B-203099. June 13, 1983. 88 pp. plus 11 appendices (48 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Law Enforcement and Crime Prevention: Law Enforcement Agencies' Coordination (0518).

Contact: General Government Division.

Budget Function: Administration of Justice: Federal Law Enforcement Activities (751.0).

Organization Concerned: Department of Justice; Department of Transportation; Department of the Treasury; Office of Management and Budget; Executive Office of the President; Drug Enforcement Administration; United States Customs Service; United States Coast Guard; Department of State.

Congressional Relevance: *House* Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; *House* Committee on the Judiciary; *Senate* Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; *Senate* Committee on the Judiciary; Congress.

Authority: Biaggi-Gilman Act (P.L. 96-350). Posse Comitatus Act (Use of Army) (18 U.S.C. 1385). Posse Comitatus Act Amendment (Use of Army) (P.L. 96-350). Classified Information Procedures Act (P.L. 95-456). Drug Abuse Office and Treatment Act of 1972. S. 406 (98th Cong.). Reorg. Plan No. 2 of 1973.

Abstract: GAO reviewed the Federal drug interdiction efforts and recommended ways to improve effectiveness. **Findings/Conclusions:** GAO found that Federal efforts to attack the supply of illegal drugs have three major components: (1) international programs aimed at drug-producer countries; (2) interdiction of drugs at the border; and (3) domestic law enforcement. Federal resources devoted to drug interdiction more than tripled from 1977 to 1982. The Coast Guard's drug interdiction program comprises the majority of this increase. Despite these increases, only 16 percent of the marijuana and less than 10 percent of the heroin, cocaine, and dangerous drugs that are entering this country are seized through total drug enforcement efforts. Joint special projects conducted by two or more agencies have proven especially effective in attacking drug smuggling, for example, special Drug Enforcement Administration (DEA) investigations involving the U.S. Customs Service and the Coast Guard. The authority and responsibility for Federal drug interdiction efforts are split among three separate agencies in three executive departments. Although the level of cooperation is increasing, especially in south Florida, such fragmentation has a certain amount of inefficiency and interagency conflict. Congressional oversight and executive branch resource allocation decisions relative to drug interdiction are difficult under these circumstances. The effectiveness of Federal interdiction efforts depends a great deal on intelligence support capabilities. The military departments have provided some limited assistance to drug enforcement agencies over the last several years. **Recommendation To Agencies:** The President should direct the development of a more definitive Federal drug

strategy that stipulates the roles of the various agencies with drug enforcement responsibilities, to include a determination of whether the role of the U.S. Customs Service should be expanded to assist in followup investigations of interdiction cases. The President should make a clear delegation of responsibility to one individual to oversee Federal drug enforcement programs. The Attorney General and the Secretaries of Treasury and Transportation should direct DEA, the Customs Service, and Coast Guard officials to work together to develop a management information system which accumulates interdiction program results such as drug seizures, level of prosecution, and case disposition, and identifies the resources devoted to drug interdiction programs. The Director, Office of Management and Budget, should accumulate budgetary data on drug enforcement costs that are provided by Coast Guard, Customs, and DEA, and submit this information to Congress concurrent with these agencies' budget submissions. The Attorney General should direct the Administrator of DEA to review current overseas staffing to determine whether additional personnel could be reassigned and used more effectively in the Caribbean. The Secretary of State should prepare a Narcotics Assessment and Strategy Paper and, if it is found to be warranted, follow up with projects designed to aid interdiction efforts. The Attorney General and the Secretaries of Treasury and Transportation should direct DEA, Customs, and Coast Guard units to recognize the importance of promptly reporting all information on drug smuggling to the El Paso Intelligence Center. The Attorney General and the Secretaries of Treasury and Transportation should provide additional staff to the El Paso Intelligence Center. The Secretary of the Treasury should direct the Commissioner of Customs to transfer to El Paso Intelligence Center (EPIC) the drug intelligence analysis activities in the Office of Border Operations that are similar to those at EPIC and assign the staff necessary to carry out such activities. The Secretary of Transportation should direct the Commandant of the Coast Guard to transfer to El Paso Intelligence Center the marine drug intelligence activities at the Atlantic Area Command.

121667

Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements. PLRD-83-85; B-211348. June 16, 1983. 20 pp. plus 2 appendices (2 pp.).

Report to Verne Orr, Secretary, Department of the Air Force; by Donald J. Horan, (for Frank C. Conahan, Director), GAO National Security and International Affairs Division.

Issue Area: Automatic Data Processing: Applying Technology (0101).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Air Force; Department of the Air Force: Air Force Logistics Command.

Congressional Relevance: *House* Committee on Appropriations: Defense Subcommittee; *House* Committee on Government Operations; *Senate* Committee on Appropriations: Defense Subcommittee; *Senate* Committee on Governmental Affairs.

Authority: A.F. Logistics Command Reg. 84-4.

Abstract: GAO analyzed a random sample of items being managed at two Air Force logistics centers to determine whether the Air Force is using current and accurate production leadtimes to compute requirements for consumable items and whether long leadtimes can be reduced. **Findings/Conclusions:** GAO found that the two logistics centers have overstated their requirements for many consumable parts by an estimated \$137.5 million and have understated requirements for others by about \$12 million. In addition, they were unnecessarily stocking an estimated \$16.7 million worth of parts with annual holding costs of \$2.9 million.

GAO believes that the primary reason for invalid requirements determinations are the use of outdated leadtime data in computing the requirements. The centers are not using up-to-date leadtimes because: (1) regulations do not require them to periodically obtain timely leadtime data from contractors; and (2) management practices encourage the use of long leadtimes as a buffer to avoid shortages. Although the centers recognize that long leadtimes can result in additional inventory investment and readiness problems, only limited efforts have been made to reduce leadtimes. Furthermore, GAO found that several contractors provided the Air Force with inaccurate data by: (1) including in their proposed leadtimes inappropriate standards and contingency factors; and (2) not recognizing that many raw materials were already on hand or on order. GAO does not believe that the Air Force has made sufficient use of Government representatives who are familiar with contractor operations and conditions which affect production leadtimes. **Recommendation To Agencies:** The Secretary of the Air Force should direct the Commander of the Air Force Logistics Center to implement improved procedures and controls to ensure that appropriate production leadtimes are maintained at the air logistics centers. Such procedures and controls should ensure that center personnel limit the use of historical data to forecast leadtimes for items when current updates cannot be obtained from contractors. The Secretary of the Air Force should direct the Commander of the Air Force Logistics Center to implement improved procedures and controls to ensure that appropriate production leadtimes are maintained at the air logistics centers. Such procedures and controls should ensure that center personnel stress the importance of up-to-date and accurate leadtimes and monitor logistics center progress in correcting outdated and inaccurate data. The Secretary of the Air Force should direct the Commander of the Air Force Logistics Center to implement improved procedures and controls to ensure that appropriate production leadtimes are maintained at the air logistics centers. Such procedures and controls should ensure that center personnel frequently and periodically obtain and use leadtime updates from contractors on items with long production leadtimes and high annual demands. The Secretary of the Air Force should direct the Commander of the Air Force Logistics Center to require the air logistics centers to work more closely with contractors to identify and resolve conditions such as contingency factors and administrative leadtime standards that result in excessive leadtimes' being used in requirements computations. The Secretary of the Air Force should direct the Commander of the Air Force Logistics Center to require the air logistics centers to coordinate with Air Force plant representatives and Defense Contract Administration Services Management area offices in working with contractors to reduce long production leadtimes in the requirements computation when possible. The Secretary of the Air Force should direct the Commander of the Air Force Logistics Center to require the air logistics centers to accept advance deliveries only when advantageous to the Air Force.

121677

Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy. GGD-83-47; B-211231. June 20, 1983. 9 pp. plus 4 appendices (6 pp.). Report to Rep. Daniel Rostenkowski, Chairman, Joint Committee on Taxation; Sen. Robert J. Dole, Vice Chairman, Joint Committee on Taxation; by Charles A. Bowsher, Comptroller General.

Issue Area: Tax Administration: Effectiveness of Prevention and Collection of Delinquent Taxes by IRS (2715).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Department of the Treasury; Internal Revenue Service.

Congressional Relevance: House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on the Judiciary: Monopolies and Commercial Law Subcommittee; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on the Judiciary: Courts Subcommittee; Joint Committee on Taxation; Congress; Rep. Daniel Rostenkowski; Sen. Robert J. Dole.

Authority: Bankruptcy Tax Act of 1980. Bankruptcy Reform Act. Internal Revenue Code (IRC) (26 U.S.C. 6201 et seq.).

Abstract: Pursuant to a congressional committee request, GAO was asked to examine the effects of bankruptcy laws on tax administration. GAO reviewed the impact that the 1978 Bankruptcy Reform Act's restriction on tax assessments is having on the Internal Revenue Service (IRS) and bankrupt taxpayers. **Findings/Conclusions:** GAO believes that the assessment restriction should be amended to allow IRS to assess the taxes that bankrupt taxpayers report on their returns. Moreover, removing the assessment restriction would ensure consistent treatment for all bankrupt taxpayers. IRS needs to modify its collection procedure to make sure that it does not violate the legislative restriction on initiating collection action against bankrupt taxpayers. Some bankruptcy court districts permit IRS to assess taxes against bankrupt taxpayers, but IRS officials informed GAO that they cannot change the computerized collection procedures to stop collection notices from being sent to bankrupt taxpayers once taxes are assessed, but not paid. **Recommendation To Congress:** Congress should amend the Bankruptcy Code to allow IRS to assess the taxes reported by bankrupt taxpayers on their returns. **Recommendation To Agencies:** The Commissioner, IRS, should modify the automated IRS collection procedures to prevent sending collection notices that would violate the protection afforded taxpayers by the Bankruptcy Code.

121680

[The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement]. HRD-83-50 June 21, 1983. 2 pp. plus 1 enclosure (12 pp.).

Report to Nelson J. Sabatini, Acting Deputy Commissioner, Management/Assessment, Social Security Administration; by Andrew F. Kulanko, Group Director, GAO Human Resources Division.

Issue Area: Accounting and Financial Reporting: Control Procedures for Investment in Personal Property (2806).

Contact: Human Resources Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1); Income Security (600.0).

Organization Concerned: Social Security Administration; General Services Administration; Department of Health and Human Services.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations; House Committee on Ways and Means; House Committee on Ways and Means: Oversight Subcommittee; Senate Committee on Budget; Senate Committee on Appropriations: Labor, Health and Human Services, and Education Subcommittee; Senate Committee on Finance: Social Security and Income Maintenance Programs Subcommittee.

Abstract: GAO reviewed the management of personal property which consists of office furniture and equipment required for operations at the Social Security Administration (SSA) headquarters. **Findings/Conclusions:** GAO noted that the capitalized value

of SSA personal property nationwide is about \$164 million, of which \$143 million is located at SSA headquarters. GAO found that SSA does not: (1) keep accurate inventory records of its stored personal property; (2) adequately coordinate the disposal of excess property with the General Services Administration (GSA); or (3) make annual property accountability surveys. GAO further noted that these problems existed partly because SSA reorganized several times without monitoring personal property. **Recommendation To Agencies:** SSA should make annual physical inventories of personal property as required by SSA regulations. SSA should develop and maintain accurate inventory records of stored personal property. SSA should adequately coordinate the disposal of excess personal property with GSA. SSA should make annual property accountability surveys at SSA headquarters. SSA should require that custodial officers obtain signed receipts when they issue sensitive property. SSA should emphasize to property management officials the need for controls over sensitive property to avoid loss or theft.

121690

Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76. PLRD-83-74; B-211320. May 24, 1983. Released June 22, 1983. 2 pp. plus 1 appendix (17 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Donald J. Horan, Director, GAO Procurement, Logistics, and Readiness Division.

Issue Area: General Procurement: Adequate Consideration by the Executive Branch in Deciding Whether To Contract for Needed Goods and Services (1938).

Contact: Procurement, Logistics, and Readiness Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2); Energy: Energy Information, Policy, and Regulation (276.0); General Government: Other General Government (806.0); Procurement - Other Than Defense (990.4).

Organization Concerned: Department of Defense; Department of Energy; Office of Management and Budget; General Services Administration.

Congressional Relevance: House Committee on Government Operations; *Rep.* Jack Brooks.

Authority: Service Contract Act of 1965. OMB Circular A-76.

Abstract: In response to a congressional request, GAO synthesized the 10 reports which it has issued during the last 2 fiscal years on activities which were contracted out following Office of Management and Budget Circular A-76 policy. **Findings/Conclusions:** In general, the reports showed that: (1) in some instances, the costs included in cost comparisons were questionable; (2) some decisions to contract out were made without the required cost comparisons; (3) required studies were not always made to determine if the function in question was being performed in-house in the most efficient and cost effective manner; (4) some statements of work were incomplete; and (5) some contractor bids were understated because newly published Department of Labor wage rates were not supplied to bidders.

121707

Vocational Education and the Robotics Revolution. 1983. 7 pp.

by Patricia A. Cole, Evaluator, GAO Office of Program Planning.

In *The GAO Review*, Vol. 18, Issue 2, Spring 1983, pp. 21-25, 53-54.

Contact: Office of Program Planning.

Authority: Comprehensive Employment and Training Act of 1973.

Abstract: The impact of robotics on vocational education was the

major focus of this article. However, the effects of reprogrammable automation on employment and the economy and the role of the Federal Government were also discussed.

121721

DOD Should Change Its Approach to Reducing Computer Software Proliferation. MASAD-83-26; B-199008. May 26, 1983. Released June 27, 1983. 9 pp. plus 2 appendices (12 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Communications: Effective Use of Funds in the DOD Resource Allocation Process for First Order C-3 Requirements (3707).

Contact: Mission Analysis and Systems Acquisition Division.

Budget Function: (050.0); National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Air Force; Department of the Navy; Department of the Army.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; House Committee on Government Operations; Senate Committee on Budget; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; *Rep.* Jack Brooks.

Authority: Department of Defense Authorization Act, 1983. B-199008 (1982). OMB Circular A-109.

Abstract: GAO was asked to: (1) evaluate the ongoing efforts of the military services to standardize their computers; (2) determine whether it is more cost effective to standardize the software using a high-level language, Ada; (3) determine whether the Department of Defense (DOD) should rely on the computer industry to provide the stimulus for computer innovations; and (4) determine what possible rationale exists for DOD not moving rapidly to implement Ada. **Findings/Conclusions:** GAO found that implementing DOD Instruction 5000.5X hinders the agency's ability to use current and anticipated advances in software and related hardware technology. GAO believes that DOD can accomplish its objectives more effectively by using these advances, which would be available by adopting Ada as the standard language for military computers. In two previous reports, GAO was critical of the services' commitment to unique military computers. GAO stated that the following conditions still exist: (1) the three services' continuing military computer efforts, the Navy AN/UYK-43/44 military computer program, the Army MCF, and the Air Force 1750A military computer programs are, in effect, implementations of Instruction 5000.5X; (2) eliminating DOD-owned military computer hardware architectures would encourage competition from a significant portion of the computer industry and, in addition, DOD would not be duplicating the commercial investment in computer technology advances; and (3) the use of Ada could alleviate DOD software problems and, at the same time, permit DOD to capitalize on hardware architectural advances. **Recommendation To Agencies:** The Secretary of Defense should direct the Secretaries of the Navy, Army, and Air Force to ensure that any new military computers acquired by the services are compatible with Ada and that contracts are awarded on a competitive basis using functional requirements as the procurement criteria. The Secretary of Defense should direct the Secretaries of the Navy, Army and Air Force to begin reducing software proliferation by justifying, on the basis of cost and benefits, the use of computer languages other than Ada in new software development programs. These justifications should be submitted to the Ada Joint Program Office for evaluation and approval. The Secretary of Defense should direct the Secretaries of the Navy, Army, and Air Force to also, for the purpose of

reducing software proliferation, evaluate the costs and benefits of converting existing major software programs to Ada and, if cost effective and beneficial to make such conversions, make them. Reports should be submitted quarterly to the Ada Joint Program Office on the status and results of these evaluation. The Secretary of Defense should assign the Ada Joint Program Office the responsibility to monitor the Ada efforts recommended above and to provide assistance to the services in gaining widespread experience with Ada.

121722

Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed. RCED-83-51; B-197573. June 10, 1983. Released June 24, 1983. 45 pp. plus 3 appendices (26 pp.).

Report to Sen. Charles H. Percy, Chairman, Senate Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; by Charles A. Bowsher, Comptroller General.

Refer to EMD-80-54, July 15, 1980, Accession Number 112765.

Issue Area: Energy: Economic Regulation of Energy's Structure and Management (1617).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Information, Policy, and Regulation (276.0).

Organization Concerned: Federal Energy Regulatory Commission.

Congressional Relevance: House Committee on Appropriations: Energy and Water Development Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: Energy and Water Development Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Governmental Affairs: Energy, Nuclear Proliferation and Government Processes Subcommittee; Congress; Sen. Charles H. Percy. **Authority:** Administrative Procedure Act. Natural Gas Policy Act of 1978 (15 U.S.C. 3301). Public Utility Regulatory Policies Act. Energy Tax Act of 1978. National Energy Conservation Policy Act. Powerplant and Industrial Fuel Use Act of 1978. 18 C.F.R. 1.28(a). 18 C.F.R. 1.28(c). S. 262 (96th Cong.). S. 755 (96th Cong.). H.R. 5363 (97th Cong.).

Abstract: In response to a congressional request, GAO reported on the status of the Federal Energy Regulatory Commission's (FERC) current caseload and the improvements it has made in its caseload management in response to a prior GAO report.

Findings/Conclusions: GAO found that FERC has implemented most of the recommendations which GAO made in regard to problems in FERC technical and environmental reviews, hearings procedures, post-hearing legal reviews, and managerial problems. A major time-consuming factor was found to be the large number of incomplete applications received, which necessitated an inordinate amount of staff followup time. The report also noted that many of the lengthiest cases could be expedited if FERC administrative law judges (ALJ) were stricter about granting extensions. The prior report also concluded that FERC could expedite case processing by: (1) delegating the more routine cases to staff for decision; (2) ensuring that its management information system contains sufficient data; and (3) establishing rules on issues common to many cases. The improvements already made by FERC have resulted in faster processing of several major types of cases, which has helped reduce the backlog from about 3,600 cases in fiscal year (FY) 1978 to about 2,000 cases in FY 1982 despite an increase in FERC responsibilities and caseload under the National Energy Act. However, GAO noted that further FERC actions are possible and would yield benefits.

Recommendation To Congress: Congress should require regulatory agencies, such as FERC, to develop ALJ performance standards. Congress should assign the responsibility for periodically

evaluating ALJ performance to another organization, such as the Office of Personnel Management or the Administrative Conference of the United States. **Recommendation To Agencies:** The Chairman, FERC, should reject incomplete natural gas applications to discourage unnecessary applicant delays in resolving deficiencies, when such action is in the public interest. The Chairman, FERC, should obtain the timely involvement of the Director, Office of Electric Power Regulation, to expedite those cases where interagency comments are required on the environmental impact of new hydroelectric projects. The Chairman, FERC, should improve the efficiency and effectiveness of the FERC review of cases pending final action or reconsiderations by: limiting and expediting the Office of Opinions and Reviews (OOR) review process and revising OOR review policy to reflect those opinions that best accomplish this objective; summarily affirming all ALJ initial decisions not meeting the criteria it establishes under this review policy; placing a higher priority on FERC action in cases pending rehearing by initially limiting extensions of time for decisions on rehearing requests to a firm, but reasonable, time period (90 days) and, thereafter, allowing further extensions only upon finding certain exceptional case characteristics that it should define in its rules of practice and procedure. The Chairman, FERC, should complete ongoing actions to ensure that complete processing milestone dates are entered into the Management Information System. The Chairman, FERC, should finalize its generic rulemaking to prevent unnecessary relitigation of common, or generic, issues. The Chairman, FERC, should use currently available monetary penalties to discourage unnecessary delay by applicants when prescribed deadlines have not been met and such action is in the public interest.

121729

[Opportunities for Improving the Management of DOD Computer Systems]. June 21, 1983. 17 pp. plus 3 attachments (3 pp.).

Testimony before the House Committee on Appropriations: Defense Subcommittee; by Kenneth A. Pollock, Deputy Associate Director, GAO Accounting and Financial Management Division.

Contact: Accounting and Financial Management Division.

Organization Concerned: Department of Defense.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee.

Abstract: Testimony was given concerning opportunities for improvement in the Department of Defense's (DOD) management of its computer systems. DOD is the largest consumer of computer hardware and services in the Government. Expenditures for both general purpose and embedded computer systems are expected to experience continued growth, and the costs for embedded systems will be substantial. However, through greater management attention to its computer resources, DOD can reduce its costs and increase the effectiveness of its computer support. DOD leases most of its general purpose computers and, although leasing is an appropriate acquisition method under a variety of circumstances, ongoing leases should be periodically analyzed and evaluated by DOD for continuing efficiency and cost effectiveness. GAO presented several cost-effective alternatives to continuing the present leasing contracts, including: (1) the exercise of purchase options; (2) the acquisition of title to computer equipment, but selling the equipment to a third party and leasing it back; (3) buying similar equipment on the used market; and (4) leasing similar equipment from a dealer in used equipment. DOD embedded computers are acquired rather than leased, and software costs for these computers will increase to more than two-thirds of total computer costs. GAO suggested four factors for consideration before embedded computer software is acquired: (1) objectives and user needs must be completely identified before software development is begun; (2) system designs need to be more responsive to user needs and have

the flexibility to incorporate new capabilities; (3) the software development process needs to be improved by capitalizing on proven state-of-the-art software development techniques and tools; and (4) provisions should be made during development for inserting new hardware technology for growth potential and to postpone or avoid obsolescence during the system life-cycle.

121732

Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance. MASAD-83-27; B-211509. June 23, 1983. 27 pp. plus 4 appendices (11 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Procurement of Major Systems: Effective Planning for Testing and Evaluation of Acquisitions (3013); Facilities and Material Management: Effectiveness of Federal Agencies in Operating and Maintaining Their Facilities (0725).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Army; Department of the Navy; Department of Defense: Office of the Under Secretary of Defense for Research and Engineering; Office of Defense Test and Evaluation; Defense Intelligence Agency.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Budget; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Governmental Affairs; Senate Committee on Armed Services; Congress.

Authority: P.L. 92-156.

Abstract: GAO reported on the Department of Defense's (DOD) capability to test its weapon systems. Specifically, GAO focused on testing against two of the more significant threats to the military services: the newer Soviet aircraft and missile systems and the Soviet's considerable capabilities in electronic warfare. **Findings/Conclusions:** GAO found that important weapons will be deployed without their having fully demonstrated their capabilities under representative combat conditions, because development of electronic warfare threat simulators and aerial targets have not kept pace with the deployment of the enemy's weapons. Realistic testing requires test resources that duplicate the characteristics of the enemy's weapon systems. GAO noted that the shortcomings in testing have been primarily caused by problems in four areas: test resource planning, organizational structures, management emphasis, and intelligence support. GAO believes that, although resolving issues in these areas will not solve all testing problems, it will ultimately result in better tested and effective weapons for DOD fighting forces. **Recommendation To Congress:** Congress should monitor DOD implementation of: (1) the joint-service aerial target and electronic warfare test resource improvement program; and (2) the separation of test resource and weapon system acquisition management in the Navy and the Air Force. **Recommendation To Agencies:** The Secretary of Defense, to improve the planning and management of critical test resources, should require the Director, Defense Test and Evaluation, to enforce existing requirements for the preparation and approval of weapon system Test and Evaluation Master Plans (TEMP's) before the demonstration/validation and subsequent decision milestones. The Secretary of Defense, to improve the planning and management of critical test resources, should require predemonstration/validation phase TEMP's to state whether or not test resource requirements are available and outline what actions have been or need to be taken to develop or acquire those not available. In addition, the effect of being unable to test against the full threat spectrum should be clearly

identified. The Secretary of Defense, to improve the planning and management of critical test resources, should require operational test and evaluation agencies to state in the initial TEMP their ability, or inability, to adequately assess a weapon's operational suitability and effectiveness, given currently available test resources. The adequacy of test resources and the effect of inadequate or incomplete testing should be clearly spelled out. The Secretary of Defense, to improve the planning and management of critical test resources, should require electronic warfare and aerial target test resources developers to work closely with the weapon developers and test agencies during early test planning to identify the critical test resources needed to fully assess weapon system effectiveness. The Secretary of Defense, to improve the planning and management of critical test resources, should transfer Navy and Air Force threat simulator and aerial target acquisition responsibility to an organization separate from the weapon systems development activity. The gaining organization should have, as does the Army's threat simulator organization, the independence, authority, responsibility, and funds to ensure the successful acquisition of test resources. The Secretary of Defense, to improve the planning and management of critical test resources, should establish a joint-service threat simulator and aerial target improvement program to identify, time phase, and prioritize DOD-wide test resource deficiencies, and start development of the resources necessary to match the test capability with current requirements. The Secretary of Defense, to improve the planning and management of critical test resources, should initiate a review of intelligence support to identify the underlying causes and to solve the problems of inadequate support to the threat simulator development community. In particular, the appropriateness of Defense Intelligence Agency assignments to the service intelligence organizations and the capability of those organizations to support both weapon designers and the test community should be examined and changes made where appropriate.

121735

Political Rating Systems in the Department of Defense. June 22, 1983. 7 pp.

Testimony before the House Committee on Government Operations: Legislation and National Security Subcommittee; by Milton J. Socolar, Special Assistant to the Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: Department of the Navy; Department of Defense.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee; Congress.

Abstract: GAO discussed a report in which it documented: (1) the extent to which Navy political rating files were used with the Department of Defense; (2) the identity of those individuals who were involved in compiling the files; and (3) the specific purpose of the rating files. The Navy Office of Legislative Affairs began developing numerical ratings on its own in early 1982, based on selected votes for each member of Congress. GAO did not find any evidence that the Office of Legislative Affairs received any instructions or orders from higher authority within the Department of the Navy or the Department of Defense to develop the system. The Director of Plans and Operations in the Navy's Office of Legislative Affairs did the rating of all Members of Congress. The ratings were used as a measure of congressional Members' attitudes on issues and programs considered important to the Navy. Records pertaining to the ratings were destroyed. Shortly after it was disclosed in the Congressional Record that the Navy was rating Congressmen, senior Navy officials directed that the ratings be discontinued and supporting materials destroyed.

121748

Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees. AFMD-83-19; B-208642. June 28, 1983. 27 pp. plus 3 appendices (18 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Ensuring That Employees Are Paid Accurately and Promptly (2813); Personnel Management and Compensation: Comparability of Federal Compensation to the Non-Federal Sector (Civilian Compensation) (0326).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Office of Personnel Management.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Governmental Affairs; Congress.

Authority: Supplemental Appropriations and Recession Act of 1980 (P.L. 96-304). Employees' Compensation Act (Injuries) (5 U.S.C. 8101 et seq.). Civil Service Retirement Act (41 Stat. 614). Debt Collection Act of 1982. Claims Collection Act (31 U.S.C. 3701(1)). 4 C.F.R. 101. 4 C.F.R. 102. 4 C.F.R. 103. 4 C.F.R. 104. 4 C.F.R. 105. 5 C.F.R. 831.1304. 1 Treasury Fiscal Requirements Manual 6-8020.20.

Abstract: GAO undertook a review to determine whether the Office of Personnel Management (OPM) has adequate internal controls to prevent, account for, and collect overpayments made from the Civil Service Retirement and Disability Fund. **Findings/Conclusions:** GAO found that most OPM retirement and disability fund overpayments occur when beneficiaries undergo a status change that either eliminates their entitlement to benefits or reduces the amount payable to them. OPM relies on the beneficiary or the estate executors to report changes in status. Overpayments occur because beneficiaries do not report status changes and because OPM does not process reported changes promptly. GAO found that greater control over payments to beneficiaries might have avoided millions of dollars in overpayments over the past 5 years and might also have reduced the time and cost of recovering them. GAO believes that accurate accounting is essential if OPM is to manage the control and reporting of overpayments and provide the necessary information to maximize the collection of overpayments. Finally, GAO found that billing and collection practices for overpayments at OPM are not in accordance with Federal claims collection standards and are frequently not effective. **Recommendation To Agencies:** The Director, OPM, should develop a debt collection system that enables it to identify all delinquent accounts. The Director, OPM, should develop a debt collection system that enables it to charge interest on delinquent accounts. The Director, OPM, should develop a debt collection system that enables it to conduct overpayment hearings when requested. The Director, OPM, should develop a collection system that enables it to follow up with the Department of the Treasury on outstanding SF-1184's. The Director, OPM, should develop a debt collection system that enables it to process requests for investigation and writeoffs of uncollectible accounts. The OPM Director should consider using the death data maintained by other Federal agencies to identify deceased beneficiaries and whether it would be cost-beneficial to require beneficiaries periodically to furnish proof of their existence. The OPM Director should identify ineligible disability beneficiaries by regularly matching data with the Department of Labor and flagging names of those individuals with schedule awards. The OPM Director should identify Federal agencies that submit erroneous certifications of retirement deductions and inform officials at those agencies of the deficiencies so that they may take corrective

action. The OPM Director should develop data that classify all overpayments by type of occurrence and use them to identify areas needing improvement. The OPM Director should develop a debt collection system that enables it to bill debtors promptly.

121759

[Protest of Issuance of DLA Purchase Order]. B-211333. June 28, 1983. 2 pp.

Decision re: R. E. White and Associates, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: R. E. White and Associates, Inc.; Kidde, Inc.; Defense Logistics Agency: Defense Electronics Supply Center.

Authority: 61 Comp. Gen. 320.

Abstract: A firm protested the issuance of a purchase order for 16 thermostatic switches by the Defense Electronics Supply Center of the Defense Logistics Agency (DLA). Quotations were initially requested through an automated, small purchase procurement under a request for quotations. Although the protester submitted a timely quotation in response to the solicitation, DLA erroneously failed to record it. When no response was recorded within 18 days after the closing date, the DLA computer canceled the automated solicitation. The computer reprinted the purchase request, and the buyer thereafter solicited quotations from the eventual awardee and the only other approved source for the switches. Only the awardee responded to the solicitation. The protester stated that it should have received the award based on its price quotation per item. GAO would not disturb the contract, since the agency's error was not the result of a conscious or deliberate effort to exclude the protester from consideration. Accordingly, the protest was denied.

121760

[Protest of Proposed Award of Army Contract]. B-209260.2. June 28, 1983. 12 pp.

Decision re: Calma Co.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Army; Applicon, Schlumberger; Calma Co.

Authority: 4 C.F.R. 21.2(b)(1). D.A.R. 2-202.5(c). B-194367 (1979). B-202399 (1981). B-195305 (1980). B-205037 (1982). B-204791 (1982). B-209387 (1983). B-201028 (1981). B-182604 (1975). B-197812 (1980). B-196470 (1980).

Abstract: A firm protested a proposed contract award by the Army for four computerized design and manufacturing systems, contending that the Army improperly rejected its own bid as nonresponsive, but that the awardee's bid was nonresponsive. The protester's bid was determined to be nonresponsive for failure to provide descriptive literature; however, the protester argued that the Army did not justify its requirement for the descriptive literature. GAO stated that the issue of whether an agency may properly include a descriptive literature requirement is one which must be protested prior to bid opening. Since this protest was filed after bid opening, it was untimely on this issue. Further, GAO held that the sufficiency of formal justification for the use of a descriptive literature clause is a matter of form and does not constitute a basis for sustaining a protest where the circumstances necessary for including such a clause are present. The protester also alleged that another requirement was defective, but GAO stated that this issue should also have been raised prior to

bid opening. In addition, GAO held that the protester was not prejudiced by an imprecise specification since its bid was properly found to be nonresponsive. The protester's contention that the awardee's bid was nonresponsive was based upon the awardee's alleged failure to supply descriptive literature for a number of items in its bid and an allegedly conflicting statement in its literature for another item. GAO stated that, where the record contains literature on each item from which the agency determined the responsiveness of the bid, there was no merit to the contention that the awardee failed to supply literature. Finally, GAO found that the conflicting statement in the literature was clarified in the awardee's bid itself. Accordingly, the protest was dismissed in part and denied in part.

121766

[Protest of Exclusion of Proposal From Competitive Range]. B-210709. June 30, 1983. 6 pp.

Decision re: Informatics General Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Informatics General Corp.; Department of Transportation.

Authority: 57 Comp. Gen. 348. 51 Comp. Gen. 479. B-194728 (1979). B-190238 (1978). B-205278 (1982). B-186424 (1976). B-204045 (1981). B-195091 (1979). B-207954 (1983).

Abstract: An incumbent contractor protested the exclusion from the competitive range of its proposal submitted in response to a request for proposals (RFP) issued by the Department of Transportation for teleprocessing services. The proposal was technically acceptable but its price was so far out of line with the other offers that it was rejected without negotiations. The protester contended that, under the wording of the RFP, the agency was required to conduct price negotiations with all offerers with technically acceptable proposals unless the agency made an award based on the initial proposals. GAO held that, since the protester's price was 44 percent higher than that of the low technically acceptable proposal, it was so far out of line with the prices of the other proposals that the protester's proposal did not have a reasonable chance of being selected for award. Accordingly, the protest was denied.

121771

[Japanese Industrial Policy]. June 29, 1983. 18 pp.

Testimony before the House Committee on Science and Technology: Investigations and Oversight Subcommittee; House Committee on Science and Technology: Science, Research and Technology Subcommittee; by Allan I. Mendelowitz, Associate Director, GAO National Security and International Affairs Division. Refer to ID-82-32, June 23, 1982, Accession Number 118828; ID-83-11, October 20, 1982, Accession Number 119724; Testimony, July 7, 1983, Accession Number 121866; and Testimony, October 3, 1983, Accession Number 122488.

Contact: National Security and International Affairs Division.

Organization Concerned: Japan.

Congressional Relevance: *House Committee on Science and Technology: Science, Research and Technology Subcommittee; House Committee on Science and Technology: Investigations and Oversight Subcommittee.*

Abstract: Testimony was given on two GAO reports which traced the development of industrial policy in Japan since World War II, attempted to describe changes in the goals adopted and the tools used, and discussed how monetary and fiscal policies have contributed to achieving industrial policy goals. Japan has been quite flexible in its policies to different industries. In addition, there have been changes in the Government's influence over the direction of the nation's economic growth. Japanese Government

support for individual industries has been tailored to meet the specific needs and objectives of a given industry. In the computer industry, manufacturers conduct more of their own research and development, because rapid technological advances require that firms remain competitive. On the other hand, the Government supports international collaboration in research and development in the aircraft industry because it is very costly and the domestic market does not provide sufficient demand for new products. In robotics, Government involvement trails industry development, and diffusion of technology to small- and medium-sized firms has been the most important form of Government assistance. The Government has supported the development of leading-edge technologies as well as the diffusion of advanced technology throughout the economy. Direct subsidies to joint industry-Government research and development projects and tax credits for research and development help to provide the resources to develop new technology. The Japanese Government has also used preferential tax treatment, credit, and Government-supported leasing companies to encourage the diffusion of new technology.

121781

Problems With GSA's Management of Lease Renewal Options. PLRD-83-76; B-211466. June 2, 1983. *Released July 5, 1983.* 4 pp. plus 5 appendices (26 pp.).

Report to Rep. Cardiss R. Collins, Chairman, House Committee on Government Operations: Government Activities and Transportation Subcommittee; by Donald J. Horan, (for Frank C. Conahan, Director), GAO National Security and International Affairs Division.

Issue Area: Facilities and Material Management: Improvement of Agency Leasing Procedures and Practices (0727).

Contact: National Security and International Affairs Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: General Services Administration.

Congressional Relevance: *House Committee on Government Operations: Government Activities and Transportation Subcommittee; Rep. Cardiss R. Collins.*

Abstract: Pursuant to a congressional request, GAO investigated the continued problems the General Services Administration (GSA) is experiencing with missing lease renewal options. Specifically, GSA was asked to: (1) identify lease options that GSA had missed in the past 4 years; (2) evaluate the adequacy of GSA corrective actions; and (3) determine the causes of the problem. **Findings/Conclusions:** GAO identified seven cases in the past 4 years where GSA missed exercising lease renewal options and another case, now in litigation, where the lessor contends that GSA missed exercising such an option. These missed options could result in additional costs for rent in excess of \$30 million over the remaining term of the options. GAO found the causes of missed lease renewal options to be: (1) erroneous data in the GSA Public Buildings Service Information System (PBS/IS); (2) human error or carelessness during the lease file preparation and reviews of the lease information; (3) a programing deficiency that allowed only one expiration date and renewal option date to be entered in PBS/IS for each lease; and (4) a lack of standard procedures for regional office use for managing lease data, especially lease renewal provisions. The lack of confidence on the part of GSA leasing specialists in the information system has resulted in each regional office's tailoring its procedures to conform with PBS/IS capabilities. GSA officials recognize that problems exist with the current information system, and increased attention by management to these problems has produced what is probably the most accurate PBS/IS renewal option data base to date. GAO believes that, to ensure future data-base accuracy and to reduce the chances of missing future lease renewal options, GSA must put continued emphasis on properly documenting each leasing action.

121787

[Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements]. B-212018, B-212018.2. July 1, 1983. 5 pp.
Decision re: Amdahl Corp.; Vion Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Amdahl Corp.; Vion Corp.; International Business Machines Corp.; Department of the Army.

Authority: B-207786 (1982).

Abstract: Two firms protested an Army contract award under a solicitation for a specified computer or its equivalent. The protesters contended that the awardee's model did not satisfy the solicitation's requirements that the computer offered be: (1) state-of-the-art, (2) commercially available, and (3) in current production. GAO noted that the General Services Administration has filed comments which generally support the protesters' position. A basic principle of Federal procurement law is that specifications must be sufficiently definite and free from ambiguity to permit competition on a common basis. In the opinion of GAO, the three requirements in question had sufficient latitude in their common, ordinary meanings to include all of the parties' interpretations; therefore, the offerers did not compete on a common basis. Accordingly, the protest was sustained. GAO recommended that the Army clarify the meaning of these terms in this solicitation, initiate a new round of best and final offers and, if a more advantageous offer is received, terminate the contract.

121800

EDP Audit Career Paths. June 20, 1983. 47 pp.
Speech before the Electronic Data Processing Auditors Association; by Frederick Gallegos, GAO Evaluator, GAO Field Operations Division: Regional Office (Los Angeles).

Contact: Field Operations Division: Regional Office (Los Angeles).

Organization Concerned: Electronic Data Processing Auditors Association.

Authority: Foreign Corrupt Practices Act of 1977. Privacy Act of 1974.

Abstract: A GAO evaluator spoke on the fact that the career paths for the electronic data processing (EDP) auditor have recently expanded in such a manner as to make this profession one of the most widely publicized and sought after in the Government system. With the advent of new technology, the need for an efficient and speedy method to deal with the voluminous paperwork associated with the Government has been highlighted. The traditional methods of accounting for expenditures and revenues are no longer adequate to deal with the problem. The solution lies in a combination of further technology and the evolution of today's auditor into the information systems auditor of tomorrow. The EDP auditing skills needed by the year 2000 may require extensive knowledge in the following areas: telecommunications; teleprocessing; microcircuitry; firmware; embedded systems technology; and laws involving privacy, security, and fraud, interstate data transfer, and international data transfer. All of this will require an identification of career paths for the EDP auditor and identification of necessary skill levels, training and career development plans, and selection criteria for training courses. The evaluator stated that there must be a concerted effort to ensure that the advanced technology of tomorrow will have the skilled personnel needed to effectively use it.

121815

[Protest of IFB Requirement]. B-209053. July 6, 1983. 5 pp.
Decision re: J. J. Broderick Co., Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: J. J. Broderick Co., Inc.; Defense Logistics Agency: Defense Depot, Memphis, TN.

Authority: D.A.R. 1-1201(a). B-205533 (1982). B-198521 (1980). B-204106 (1982). B-199690.2 (1981). B-205610 (1982).

Abstract: A firm protested a bid requirement in a Defense Logistics Agency (DLA) solicitation for a carousel-type automated storage and retrieval system for medication and medical supplies. The protester contended that the requirement was unduly restrictive because its miniloan system could have satisfied the requirements for storage and retrieval more efficiently than the carousel system and at a lower price. DLA stated that its technical personnel determined that the carousel system was the only system that could meet its needs. GAO noted that procuring agencies are required to state specifications in terms which will encourage maximum competition and still satisfy the agency's actual minimum needs. When a protester challenges a specification as unduly restrictive, the protester must show that the restrictions are unreasonable. GAO held that the protester merely disagreed with the DLA opinion as to the best system which did not disqualify the DLA judgment. Accordingly, the protest was denied.

121831

[NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California]. AFMD-83-40; B-208919. June 9, 1983. Released July 11, 1983. 8 pp. plus 3 enclosures (5 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Automatic Data Processing: Changing ADPE Acquisition Regulations To Meet the Objectives of the Brooks Act (0112).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Small Business Administration; National Aeronautics and Space Administration; National Aeronautics and Space Administration: Ames Research Center, Moffett Field, CA.

Congressional Relevance: House Committee on Appropriations: HUD-Independent Agencies Subcommittee; House Committee on Government Operations; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Governmental Affairs; Rep. Jack Brooks.

Authority: Small Business Act (15 U.S.C. 637(a)).

Abstract: In response to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) Ames Research Center contract that was awarded for computational services. The contract was noncompetitively awarded to the Small Business Administration (SBA) which then subcontracted to Technology Development of California (TDC) under the Minority Business Program. **Findings/Conclusions:** GAO found that the contract is not in the best interests of the Government, because the Government will pay more than it would have if the equipment had been leased directly from TDC. Further, separate purchases of the computer equipment would have been a lower cost alternative than the contract approach followed by NASA. GAO concluded that the purchase cost to the Government would have been significantly reduced by a different acquisition method. **Recommendation To Agencies:** The Administrator, SBA, should reexamine continued TDC participation in the Small Business

Act, Section 8(a) program. The Administrator, NASA, should direct that this contract not be further extended without careful consideration of needs and alternatives. The Administrator should require the Director of the Ames Research Center, before the next contract extension, to: (1) revalidate long-term, large-scale computing needs; (2) evaluate available alternatives; and (3) document why Ames' procurement approach is in its and the Government's best interests.

121834

Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts. PLRD-83-81; B-211873. July 8, 1983. 14 pp. plus 1 appendix (1 p.).

Report to Verne Orr, Secretary, Department of the Air Force; by Frank C. Conahan, Director, GAO National Security and International Affairs Division.

Issue Area: Logistics Management: Determination of Wholesale Needs (3811).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Air Force; Department of Defense.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services.

Abstract: GAO reviewed the Air Force processes for determining requirements for war reserve spare parts. **Findings/Conclusions:** At the only air logistics center reviewed, GAO found that war reserve requirements on 20 of the 32 sample items used on the F-15 radar system were overstated by \$12.6 million. Requirements were inaccurate and unrealistic because computations were not adjusted to reflect changes in item failure rates or configuration changes in aircraft components. GAO found that the air logistics center had initiated purchase action on 10 items having planned procurements valued at \$10.1 million, but \$6.7 million was for unneeded parts. GAO requested the center to review these and certain other radar items to determine if additional stock was needed. The Air Force terminated the planned purchase of 13 items, totaling about \$2.6 million, of which \$942,000 related to two items in the GAO sample. **Recommendation To Agencies:** The Secretary of the Air Force should direct the Commander, Air Force Logistics Command, to: (1) devise a technique which identifies significant variations in failure-rate data recorded in the DO-29 and DO-41 systems; (2) require item managers to review the propriety of war reserve requirements from the latest failure-rate data available, coordinate the data with system managers and using commands, and make adjustments in requirements computations; and (3) strengthen existing quality controls to ensure that requirements are properly adjusted and that purchases for items in excess of requirements are terminated. The Secretary of the Air Force should direct the Commander, Air Force Logistics Command, to determine the extent to which the configuration change problem exists on other F-15 avionics items and other aircraft weapons systems, such as the E-3 and F-16, and develop the means to compute realistic war reserve parts requirements.

121845

[Request for Advance Decision on Claim for Services]. B-207557. July 11, 1983. 5 pp.

Decision re: Honeywell Information Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

ADP Bibliography

Organization Concerned: Honeywell Information Systems, Inc.; Department of the Navy: Office of the Comptroller of the Navy; Navy Regional Finance Center, Navy Accounting and Finance Center.

Authority: 41 C.F.R. 1-1.405. 33 Comp. Gen. 533. 40 Comp. Gen. 447. Federal Crop Insurance Corp. v. Merrill, 332 U.S. 380 (1947). B-208730 (1983). 31 U.S.C. 3702. 31 U.S.C. 1501(a)(1).

Abstract: The Navy requested an advance decision as to whether a firm's claim for equipment, services, and software provided to the Navy may be certified for payment. The Navy had concluded that delivery orders for the items could not properly be issued after the end of the fiscal year and, in the absence of contract documents between the Navy and the firm, determined that the services were unauthorized. GAO stated that, where a performance by one party has benefited another, even without an enforceable contract between them, equity requires that the party receiving the benefit should not gain a windfall at the performing party's expense. GAO determined that, in view of earlier formal contracts, the goods and services provided were not prohibited by statute or otherwise impermissible. GAO concurred with the Navy's findings that: (1) a benefit was received and accepted by the Government; (2) the firm acted in good faith; and (3) the amount claimed was reasonable. Accordingly, payment of the claim was authorized on a quantum meruit basis and, since the services were a bona fide need of the fiscal year in which they were rendered, they were properly charged for that fiscal year.

121848

[Export-Import Bank's Exporter Insurance Program]. ID-83-49; B-197710. July 8, 1983. 4 pp.

Report to William H. Draper, III, Chairman, Export-Import Bank of the United States; by Frank C. Conahan, Director, GAO National Security and International Affairs Division.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802); International Affairs: Non-Line-of-Effort Assignments (0651).

Contact: National Security and International Affairs Division.

Budget Function: International Affairs: Foreign Economic and Financial Assistance (151.0); International Affairs: International Financial Programs (155.0).

Organization Concerned: Export-Import Bank of the United States; Foreign Credit Insurance Association.

Abstract: GAO reviewed operations at the Foreign Credit Insurance Association (FCIA), which works in partnership with the Export-Import Bank in providing export credit insurance to exporters and banks. **Findings/Conclusions:** GAO identified weaknesses in control features of the FCIA automated accounting system and a need for increased Eximbank verification of FCIA monthly report data. GAO believes that, although FCIA is scheduled to implement a revised automated accounting system to correct the control weakness, Eximbank should encourage FCIA to adopt interim procedures to correct existing weaknesses. GAO also believes that Eximbank should periodically test FCIA supporting records of premium income and claims payment data shown on monthly FCIA activity reports.

121866

[Japanese Industrial Policy]. July 7, 1983. 12 pp.

Testimony before the Senate Committee on Banking, Housing and Urban Affairs: International Finance and Monetary Policy Subcommittee; by Allan I. Mendelowitz, Associate Director, GAO National Security and International Affairs Division.

Refer to ID-82-32, June 23, 1982, Accession Number 118828; and ID-83-11, October 20, 1982, Accession Number 119724.

Contact: National Security and International Affairs Division.

Organization Concerned: Japan.

Congressional Relevance: *Senate* Committee on Banking, Housing and Urban Affairs; International Finance and Monetary Policy Subcommittee.

Abstract: Testimony was given on two GAO reports which traced the development of industrial policy in Japan since World War II, attempted to describe changes in the goals adopted and the tools used, and discussed how monetary and fiscal policies have contributed to achieving industrial policy goals. From World War II through the early 1970's, the widely accepted consensus in Japan strongly supported Government efforts to reconstruct the Japanese economy by rebuilding the nation's basic industries and working to catch up to Western technology. Strict foreign exchange controls, incentives to exports and restrictions to imports, controls over foreign investment, and the acquisition of technology enabled the Government to influence the rate and direction of economic growth. Monetary and fiscal policies reinforced the effectiveness of these tools. By the mid-1960's, Japan began placing growing emphasis on technology and social development issues. As trade and investment laws were amended to remove controls over foreign trade, the Government lost an important source of its power to direct industry. A rising class of structurally depressed industries, a number of which are energy-intensive, and the attendant employment problems have led to new legislation and Government involvement in easing the adjustment process. The emphasis of industrial policy today has shifted from industry-specific to technology-specific targets such as computers, robotics, and aircraft. Joint Government-industry research and development programs are a major tool of Government assistance for technology development. In addition, waivers from Japan's monopoly law are approved for joint activities. Another form of assistance is the use of tax deductions, credits, and special depreciation allowances. The Government also attempts to promote diffusion of high technology products through its creation and support of special leasing companies. Japan has attempted to assist its declining industries by providing incentives to scrap excess production capacity and assists the workers in these industries through a number of employment and reemployment programs.

121875

[Protest of Sole-Source FAA Contract Award]. B-210969. July 14, 1983. 2 pp.

Decision re: Sidereal Corp.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Federal Aviation Administration; Sidereal Corp.; Databit, Inc.

Abstract: A firm protested a sole-source contract award by the Federal Aviation Administration (FAA) for automatic data processing equipment. FAA purchased equipment which it had been leasing after it synopsisized the intended noncompetitive purchase in the *Commerce Business Daily*. The notice stated that affirmative responses from capable firms would be considered. Although the protester responded to the synopsis, the contracting officer was not informed, and the leaseholder's equipment was purchased. FAA admitted that the procurement was improperly handled, but stated that the protester was not prejudiced by the award since the awardee had a substantial price advantage and the time required to install other equipment and train operators would have jeopardized ongoing operations. The protester maintained that it could have priced the equipment competitively and that FAA statements that it would take several months before its equipment was operational were without merit. In addition, since FAA had purchased its equipment in the past, the protester claimed that the agency knew that it was capable of performing

the present contract. Therefore, the protester maintained that the requirements should be resolicited. GAO found that it was impossible to ascertain whether the protester was prejudiced; however, meaningful competition was feasible in this contract. Despite this conclusion, GAO could recommend no practical relief since the contract had been performed. However, FAA has assured the protester that it would be given the opportunity to compete in the future. Accordingly, the protest was sustained.

121882

Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data. AFMD-83-39; B-205616. July 12, 1983. 11 pp. plus 3 appendices (4 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; Harry N. Walters, Administrator, Veterans Administration; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Ensuring That Employees Are Paid Accurately and Promptly (2813); Income Security and Social Services: Insuring Proper, Accurate, and Timely Payments With the Benefit Payment Process for Retirees and Survivors (1326).

Contact: Accounting and Financial Management Division.

Budget Function: National Defense: Military Pay (051.3); Veterans Benefits and Services: Other Veterans Benefits and Services (705.0).

Organization Concerned: Veterans Administration; Department of Defense.

Congressional Relevance: *House* Committee on Appropriations: HUD-Independent Agencies Subcommittee; *House* Committee on Appropriations: Defense Subcommittee; *House* Committee on Veterans' Affairs; *House* Committee on Armed Services; *Senate* Committee on Appropriations: HUD-Independent Agencies Subcommittee; *Senate* Committee on Appropriations: Defense Subcommittee; *Senate* Committee on Veterans' Affairs; *Senate* Committee on Armed Services.

Authority: 10 U.S.C. 1450. 38 U.S.C. 3104. 38 U.S.C. 3105.

Abstract: GAO reviewed ways for the military services and the Veterans Administration (VA) to prevent overpayments to military retirees and survivors. **Findings/Conclusions:** GAO found overpayments totaling \$6.6 million and underpayments totaling \$151,000 to both military retirees and survivors. Further, GAO found another \$1 million in overpayments by reviewing cases the services had not examined. Under the present system, VA provides the military services with the names of only those recipients of VA benefits who are identified as military retirees or survivors. About \$5 million of the \$6.6 million in overpayments occurred because VA did not inform the military that it had awarded compensation to retirees and survivors. Consequently, the services continued making full payment to these individuals. GAO stated that an automated control system would have eliminated, if properly implemented, \$5 million of the \$6.6 million in overpayments detected in the 1981 reconciliation. The military services must use the results of the annual reconciliation of Defense and VA pay data more effectively to make sure these payments will be corrected. **Recommendation To Agencies:** The Secretary of Defense and the Administrator of Veterans Affairs should establish joint procedures requiring VA to notify the services of all VA compensation initiated or changed that would be subject to reductions in military retirement benefits, regardless of whether VA records show the recipient to be a military retiree or survivor. The services will computer match VA input against military retired pay record and make needed benefits adjustments. The Secretary of Defense and the Administrator of Veterans Affairs should continue the annual reconciliation of the discrepancies identified.

121903

Land Use Bibliography. RCED-83-134. May 1983. 177 pp. Report by Charles A. Bowsher, Comptroller General.

Issue Area: Land Use Planning and Control (2300).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Natural Resources and Environment: Conservation and Land Management (302.0); Natural Resources and Environment: Other Natural Resources (306.0); Natural Resources and Environment: Recreational Resources (303.0).

Organization Concerned: Department of the Interior.

Abstract: This bibliography includes information on GAO documents directly and indirectly related to land use planning, management, and control which were released between January 1979 and December 1982.

121904

Contracting for Computer Teleprocessing Services Can Be Improved. AFMD-83-60; B-206386. June 20, 1983. Released July 20, 1983. 5 pp. plus 7 appendices (28 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113).

Contact: Accounting and Financial Management Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2).

Organization Concerned: General Services Administration.

Congressional Relevance: House Committee on Government Operations; Rep. Jack Brooks.

Authority: Automatic Data Processing Equipment Act (P.L. 89-306). F.P.R. 1-3.8. F.P.R. 1-4.1103-1. F.P.R. 1-4.1203(f). F.P.R. 1-4.1206. F.P.R. 1-4.1206.6. P.L. 96-83. OMB Circular A-121. GSA Teleprocessing Services Program Handbook. B-204225 (1982).

Abstract: In response to a congressional request, GAO reviewed 28 of the larger Government teleprocessing services contracts representing a broad range of agencies, vendors, and contract types to determine whether there is a Government-wide cost-overflow problem and, if so, what actions could be taken to remedy the situation. **Findings/Conclusions:** GAO found that cost overruns are a common occurrence in its sample of contracts. Cost overruns were not measurable in the eight sole-source contracts in the sample; however, sole-source contracts are generally not as cost effective as competitive contracts, and replacing them with competitive awards could reduce costs. Agencies underestimate costs for teleprocessing services because of unrepresentative benchmark tests and unbalanced pricing. The combination of an inaccurate workload estimate and unbalanced pricing results in the highest cost overruns. In 1982, the General Services Administration (GSA) incorporated pricing clauses as part of its standard contract provisions to ensure that costs do not increase disproportionately. However, agencies need assistance from GSA in interpreting vendor cost proposals. In over half of the contracts which GAO reviewed, management had not controlled cost by establishing procedures to account for and allocate all costs of data processing to the end users according to the service received. Management also tended to renew contracts through the system life and beyond, even when costs were significantly higher than original evaluations. GAO also found that, if all users paid a small percentage of their monthly invoices into the Automatic Data Processing Revolving Fund, GSA could provide more service in that procurement area. **Recommendation To Agencies:** The Administrator of General Services should assist agency management in reducing teleprocessing services costs by changing FPR

1-4.1203(f) to read: "Increased requirements beyond 25 percent of those specified in the base year or each option year individually in the contract shall be deemed requirements outside the scope of this paragraph and shall require a new APR submission." Heads of Federal agencies should improve benchmark tests by maintaining monthly usage statistics for ongoing contracts to build a foundation for accurate workload estimates. Heads of Federal agencies should seek consultation with GSA during cost evaluation to avoid unbalanced pricing. Heads of Federal agencies should seek to replace sole-source contracts through competitive procurement in all possible cases. Heads of Federal agencies should take appropriate and timely action when cost overruns occur and evaluate cost versus marketplace at each option point to comply with FPR 1-4.1206. Heads of Federal agencies should adopt cost accounting and chargeback according to Office of Management and Budget Circular A-121 to ensure that costs for service are passed back to users.

121934

GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations. PLRD-83-66; B-198682. July 13, 1983. 43 pp. plus 7 appendices (36 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Refer to LCD-80-101, September 30, 1980, Accession Number 113433.

Issue Area: Logistics Management: Proper Management of Unneeded Property (3816).

Contact: National Security and International Affairs Division.

Budget Function: General Government: General Property and Records Management (804.0).

Organization Concerned: General Services Administration; California.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Government Operations: Government Activities and Transportation Subcommittee; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Governmental Affairs: Civil Service, Post Office and General Services Subcommittee; Congress.

Authority: Property and Administrative Services Act. Public Works and Economic Development Act of 1965. Foreign Assistance Act of 1961. Science Foundation Act. Department of Agriculture Organic Act of 1944. Indian Financing Act of 1974. Agriculture and Food Act of 1981 (P.L. 97-98). P.L. 94-519.

Abstract: GAO conducted its second biennial review on the transfers of Federal personal property to grantees and other eligible organizations. **Findings/Conclusions:** GAO found that the public law which governs excess and surplus Federal property is being appropriately administered and that the General Services Administration (GSA) has improved the Federal agencies' oversight of transfers to non-Federal organizations. GAO also found that the various Federal agencies are pursuing actions to implement the recommendations contained in its 1980 report. **Recommendation To Agencies:** The Administrator of General Services should defer action regarding termination of the reporting requirement of section 202(e) of the Federal Property and Administrative Services Act of 1949, as amended, until such time as the new computer system has been proven to produce complete and accurate data on transfers of excess property to non-Federal organizations. The Administrator of General Services should continue to emphasize to the State agencies that participation in the Donation Program is dependent on their compliance with the act's requirement for submitting permanent State plans of operation, having external audits performed, and establishing adequate

accountability systems. If all of the State agencies do not submit permanent State plans of operation by the GSA established deadline, the Administrator should report to the appropriate congressional committees on the actions that will be taken in cases of noncompliance. The Administrator of General Services should resolve the inconsistency between the California State Agency's financial records and the financial matters contained in the audit report of the California Department of Finance and determine if the increase in service charges granted was appropriate and should be allowed to remain in effect.

121943

[Suitability of the MUMPS Language for Government Agencies]. B-203143. July 8, 1983. 3 pp. plus 3 enclosures (3 pp.).

Letter to Rep. Fortney H. Stark; by Walter L. Anderson, Senior Associate Director, GAO Accounting and Financial Management Division.

Contact: Accounting and Financial Management Division.

Congressional Relevance: Rep. Fortney H. Stark.

Authority: Automatic Data Processing Equipment Act (P.L. 89-306).

Abstract: In response to a congressional request, comments were made on the suitability of the Massachusetts General Hospital Utility Multi-Programming System (MUMPS) language for Government agencies. MUMPS is not used at GAO and GAO does not consider it suitable for generalized use in the Government. The system was developed as a means for building data bases and querying hospital records and is one of 10 American National Standard languages. However, it was not chosen as Federal information processing standard language because of the changing nature of data-base systems, and recognizing MUMPS as a separate entity would do a disservice to users of other similar products. GAO does not consider MUMPS suitable as a Government standard because of the wide diversity of applications used in Federal agencies whose needs could not be met by one data-base language. Because MUMPS has not been adapted to a majority of the large computer brands, some vendors would be precluded from bidding on Government contracts if MUMPS were specified. In addition, several newer languages can perform the same functions as MUMPS and are easier to use.

121950

[Protest of Exclusion of Proposal From Competitive Range]. B-208338. July 25, 1983. 3 pp.

Decision re: CSG Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: CSG Corp.; Department of Transportation.

Authority: B-202357 (1981). B-204635 (1982). B-199931 (1981). B-205934 (1982).

Abstract: A firm protested the exclusion of its proposal from the competitive range under a Department of Transportation (DOT) letter of interest soliciting computer services. The protester alleged that DOT did not evaluate its proposal in accordance with the solicitation criteria and that its proposal complied with the allegedly changed requirements. The dispute centered on a section of the solicitation which required that the vendor provide a daily backup of all modified files and auxiliary services. However, the protester's proposal did not specifically address the backup requirement; it simply stated that it would back up files as required. An offerer's blanket statement that it will comply with a mandatory requirement does not meet the burden of demonstrating that its proposal will meet the Government's needs. GAO will only disturb a procuring agency's decision to

exclude a proposal from the competitive range if that decision is clearly unreasonable. GAO concluded that it was not unreasonable for DOT to exclude the protester's proposal from the competitive range, since the proposal did not demonstrate compliance with a mandatory solicitation requirement. Accordingly, the protest was denied.

121952

[Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System]. AFMD-83-85; B-207031. July 21, 1983. 7 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of Defense; Department of the Army.

Abstract: GAO reviewed the Army's automated facilities engineer management information system, known as the Integrated Facilities Systems (IFS). **Findings/Conclusions:** The IFS has not fulfilled one of the Army's major goals of providing accurate and timely data on Army real property facilities, including the backlog of maintenance and repairs. The system was intended to be used by (1) installation managers for conducting facilities engineering operations, and (2) the Army for compiling real property facilities information for its own use and for reporting to Congress. The Army is currently redesigning the IFS and this effort, in conjunction with the procurement of new automatic data processing equipment and other system improvements, should result in a system that will be capable of better serving user needs. However, to realize the benefits originally envisioned from the system, GAO suggested that the Army: (1) address and resolve any equipment or systems integration problems so that the new system can be fully implemented Army-wide; (2) provide adequate staff resources so that the system is properly operated and used; and (3) require installations to adhere to the Office of the Chief of Engineers requirement for facility inspection programs.

121954

[Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired]. GGD-83-71; B-173761. June 22, 1983. Released July 22, 1983. 4 pp. plus 2 appendices (24 pp.).

Report to Sen. Orrin G. Hatch, Chairman, Senate Committee on the Judiciary: Constitution Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Information Management: Effectiveness and Cost of Federal Efforts To Implement Privacy, Freedom of Information, and Sunshine Legislation (4224).

Contact: General Government Division.

Budget Function: General Government: Executive Direction and Management (802.0); General Government: Other General Government (806.0); Administration of Justice: Federal Litigative and Judicial Activities (752.0); Financial Management and Information Systems: Regulatory Accounting Rules and Financial Reporting (998.6).

Organization Concerned: Office of Management and Budget; Department of Justice; Department of Defense; Department of Health and Human Services; Federal Trade Commission.

Congressional Relevance: Senate Committee on the Judiciary: Constitution Subcommittee; Sen. Orrin G. Hatch.

Authority: Freedom of Information Act (5 U.S.C. 552).

Abstract: In response to a congressional request, GAO conducted a study of the cost of the Freedom of Information Act (FOIA), particularly indirect costs such as the costs of litigation, document review, policymaking, training, and other properly allocable costs. **Findings/Conclusions:** Although GAO identified over \$61 million in annual FOIA costs, its study showed that FOIA costs cannot be measured with precision due to an absence of supporting records. The act does not require that agencies keep track of their FOIA costs. In addition, FOIA activities pervade agency operating programs, complicating any attempts to collect costs. However, GAO reviewed FOIA cost data in the four agencies reporting the highest costs. Of the agencies visited: (1) the Department of Defense had the most comprehensive FOIA cost collection system; (2) the Department of Health and Human Services reports most direct costs but excludes indirect items; (3) the Federal Bureau of Investigation, which accounts for over 70 percent of reported Department of Justice costs, has a good cost collection system; and (4) the Federal Trade Commission reported only personnel costs. The FOIA costs included in agencies' future annual reports could be improved if the Office of Management and Budget were to provide specific cost measurement and reporting guidance.

121955

Cost Recovery Practices Inconsistent With Government Policy. GGD-83-61; B-203565. July 27, 1983. 12 pp. plus 1 appendix (7 pp.).

Report to Malcolm Baldrige, Secretary, Department of Commerce; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Information Management: Efficiency, Effectiveness, and Economy of National Information Centers, Systems, and Policies for Distributing Information as a Commodity (4225); Science and Technology: Ways for the Federal Government To Improve the Accessibility of Science and Technology Information (2023).

Contact: General Government Division.

Budget Function: General Science, Space, and Technology (250.0); Natural Resources and Environment (300.0).

Organization Concerned: Department of Commerce; National Oceanic and Atmospheric Administration: National Environmental Satellite Data and Information Service.

Authority: OMB Circular A-25. 31 U.S.C. 9701.

Abstract: GAO conducted a review to assess the economy and efficiency of the Environmental Data and Information Service (EDIS) of the National Oceanic and Atmospheric Administration. Although EDIS merged in December 1982 with the National Environmental Satellite Service to become the National Environmental Satellite Data and Information Service, GAO stated that this merger did not affect the thrust of its report. **Findings/Conclusions:** The problems found by GAO involve the sale and exchange of environmental data and publications at the three EDIS data centers. GAO found that EDIS cost recovery and user-charge practices are inconsistent with Government policy and that these practices have resulted in both overcharges and undercharges. Specifically, EDIS needs to establish management controls to ensure that existing pricing policies are followed in determining the costs on which prices are based, applied uniformly and consistently across EDIS, and observed in decisions regarding the provision of free data. **Recommendation To Agencies:** The Secretary of Commerce should direct EDIS to establish operating instructions to include a requirement to establish standard methods for determining what costs will be included to compute prices for services in accordance with existing legal and regulatory requirements. The Secretary of Commerce should direct

EDIS to establish operations instructions to include a requirement to prohibit agency personnel other than those specifically designated from providing data free or in exchange. The Secretary of Commerce should direct EDIS to establish operating instructions to include a requirement to establish agencywide prices for items used at all data centers including staff time charges, postage charges, foreign-check processing charges, and standard media charges. The Secretary of Commerce should direct EDIS to establish operating instructions to include a requirement to establish the specific conditions under which data will be exchanged, identify the management level at which these decisions will be made, and maintain documentation to demonstrate that a reasonable exchange of information had taken place when data are received as an alternative to cost recovery. The Secretary of Commerce should direct EDIS to establish operating instructions to include a requirement to establish the conditions under which data will be provided free, identify the management level at which these decisions will be made, and require written justification which specifically identifies the public interest served. The Secretary of Commerce should direct EDIS to establish and disseminate operating instructions consistent with Commerce policies regarding user charges and cost recovery and to ensure that a plan for monitoring data center practices is developed and implemented.

121983

[Protest of Use of Benchmark To Evaluate Proposals]. B-211489. July 28, 1983. 4 pp.

Decision re: Onyx, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Onyx, Inc.; Department of the Navy: Naval Data Automation Command: Navy Automatic Data Processing Selection Office.

Authority: 4 C.F.R. 21. 4 C.F.R. 21.2(a). 4 C.F.R. 21.2(b)(1). FIPS Pub. 1-1. B-208237 (1983). B-209379 (1983). B-208671 (1983). B-210677 (1983).

Abstract: A firm protested the use of a benchmark developed by the Navy's Automatic Data Processing Selection Office to evaluate teleprocessing services proposals received under a solicitation conducted through the General Services Administration's Teleprocessing Services Program. The protester asserted that the benchmark was defective because: (1) it contained EBCDIC software rather than ASCII-coded software; (2) the Federal Information Processing Standards Publication requires ASCII-coded software; and (3) it would require several months for the protester to convert the benchmark. Bid protest procedures require that protests based on alleged improprieties in any solicitation that are apparent before the closing date for receipt of proposals must be filed prior to that date. GAO held that this contention of the protest was untimely filed, since it was apparent prior to the closing date for receipt of initial proposals. As a result of refileing its protest with the Navy and the Navy's subsequent issuance of an amendment to the solicitation, the protester knew the Navy's position on its protest. However, the protester filed its protest with GAO more than 10 days after the Navy's initial adverse action. Accordingly, GAO dismissed the protest as untimely.

121991

Compiling Numerical Ratings for Members of the Congress by the Department of Defense. MASAD-83-14; B-209632. June 20, 1983. Released June 22, 1983. 9 pp. plus 6 appendices (33 pp.). **Report to** Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Procurement of Major Systems: Non-Line-of-Effort Assignments (3051).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Defense-Related Activities (054.0).

Organization Concerned: Department of Defense; Department of the Navy.

Congressional Relevance: House Committee on Government Operations; *Rep.* Jack Brooks.

Abstract: In July 1982, it was disclosed that the Navy had developed a rating system to evaluate members of Congress. Pursuant to a congressional request, GAO conducted a review to: (1) document the extent of the use of rating files within the Department of Defense (DOD); (2) specifically identify those individuals involved in the creation, maintenance, and use of such files; and (3) determine the specific purpose of these rating files. **Findings/Conclusions:** GAO found that the numerical rating by DOD of congressional voting performance was limited to that developed by the Navy's Office of Legislative Affairs. There was no evidence that the ratings were done at the direction of higher authorities either within DOD or the Navy. The Office of Legislative Affairs stated that a first rating was based on specific roll-call votes in the House and Senate. It selected the roll-call votes for this rating on the basis of whether the issue under consideration was of interest to the Navy or whether it was a major issue in terms of dollars to be expended or in terms of the potential effect it could have on the operations of the Navy or DOD. These ratings were used by the Office to monitor congressional attitudes. Although the Office rated all Members of Congress, only ratings for Members of the Military Reform Caucus were widely distributed within the Navy. GAO stated that, shortly after public disclosure of the ratings' existence, the Navy destroyed the rating files, the index rankings created from the ratings, and the working papers related to the roll-call votes. GAO noted that, while the wisdom and usefulness of such rating indexes was questioned by many officials with whom it spoke, the potential to develop such indexes does exist. GAO also noted that some DOD biographical files contain voting records and special interest group ratings.

121998

Improvements in Certain District of Columbia Public Schools' Administrative Operations. GGD-83-77; B-204425. July 28, 1983. 10 pp. plus 1 appendix (1 p.).

Report to Floretta D. McKenzie, Superintendent, District of Columbia: Public Schools; by William J. Anderson, Director, GAO General Government Division.

Issue Area: General Procurement: Maximum, Open, and Free Competition in Agencies' Procurement (1927).

Contact: General Government Division.

Budget Function: General Purpose Fiscal Assistance: Other General Purpose Fiscal Assistance (852.0).

Organization Concerned: District of Columbia: Public Schools.

Congressional Relevance: House Committee on Appropriations: District of Columbia Subcommittee; House Committee on District of Columbia; Senate Committee on Appropriations: District of Columbia Subcommittee; Senate Committee on Governmental Affairs: Governmental Efficiency and the District of Columbia Subcommittee.

Abstract: GAO reviewed the emergency procurement of supplies for the repair and improvement of District of Columbia Public School buildings and the school system's paperwork flow at the regional office level. It also conducted a limited review regarding property and equipment controls. **Findings/Conclusions:** GAO found that, in fiscal year 1982, about 60 percent of the expenditures made by the school system for repair materials were through open market purchases at higher costs than if the

materials were purchased through District or Federal Government supply sources. However, the school system is in the process of remodeling a building to serve as a warehouse, which will allow for bulk purchases from District or Federal Government supply sources. Under the new procedure of buying in large quantity, the number of purchase orders issued should also decrease significantly. In a regional office review, GAO found that certain data collection and reporting functions can be eliminated by automation; the school system is planning a new information system which should reduce the paperwork flow. In addition, GAO found that the physical inventories of accountable property and equipment taken at schools and offices in 1982 have not been independently verified, and the system's computerized inventory control system has not been updated since 1979. Actions have been taken or are underway in response to an inspector general's report to improve the school system's inventory management system. However, GAO believes that some verification of physical inventories and better recordkeeping is needed. **Recommendation To Agencies:** The Superintendent of the District of Columbia Public Schools should monitor the actions being taken by the Division of Buildings and Grounds to ensure that the most competitive prices are received for all supply items to be stocked in the warehouse. Also, operations should be monitored to ensure maximum utilization of personnel who would be associated with the reduction in the purchasing workload. The Superintendent of the District of Columbia Public Schools should monitor the transition from manual to automated operation of the student information system to ensure the most effective utilization of personnel. The Superintendent of the District of Columbia Public Schools should complete the taking and reconciliation of physical inventories and require spot checks to establish the reliability or reporting data on inventories. In addition, the Superintendent should emphasize the requirement of reporting all inventory acquisitions, especially those shipped directly to the using factory.

122000

[The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment]. NSIAD-83-20; B-208171. July 28, 1983. 3 pp. plus 1 enclosure (7 pp.).

Report to Verne Orr, Secretary, Department of the Air Force; by Bill W. Thurman, (for Frank C. Conahan, Director), GAO National Security and International Affairs Division.

Issue Area: Logistics Management: Improvements in the Utilization of Equipment To Reduce Equipment Requirements (3815).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Air Force: Air Force Logistics Command; Department of the Air Force.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services.

Abstract: GAO reviewed how the Air Force Equipment Management System (AFEMS) accounts for nonexpendable equipment valued at over \$15 billion. **Findings/Conclusions:** Substantial amounts of proposed equipment purchases in the Air Force budget depend on AFEMS accuracy. To determine net requirements for its budget, the Air Force identifies gross requirements and subtracts equipment on hand. However, problems in accounting for that equipment hinder the Air Force's ability to accurately compute quantities of equipment to include in its budget. GAO concluded that, although the Air Force modernized the AFEMS and tried to establish inventory baseline data for all assets, system weaknesses still limit assurances that

requirements are based on accurate and complete information. Based on its review, GAO suggested that the Air Force may need to reconcile data and establish baselines for one equipment category at a time. **Recommendation To Agencies:** The Secretary of the Air Force should bring to bear the necessary management attention and resources to reestablish control over Air Force equipment on hand to help ensure accurate computation of future equipment requirements. The Secretary of the Air Force should direct the Air Force Logistics Command to establish system controls to reconcile equipment inventories from one period to the next and to report variances. The Secretary of the Air Force should direct the Air Force Logistics Command to validate field-reported data through use of control files. The Secretary of the Air Force should direct the Air Force Logistics Command to provide guidance and procedures to item managers for accounting for equipment under the new automated system; as a minimum, the guidance should identify the documents needed for manual reconciliations, define acceptance levels of accuracy, and prescribe how variances should be corrected. The Secretary of the Air Force should direct the Air Force Logistics Command and the major commands to improve the accuracy of data reported to AFEMS by analyzing and correcting variances in specific problem areas, such as intransit equipment, onboard aircraft equipment, condemned equipment, and equipment procured outside of the Command. The Secretary of the Air Force should restate Air Force policy on the need for, and frequency of, physical inventories and should direct that base commanders perform physical inventories and make timely adjustments to reported data.

122001

Stronger Direction Needed for the National Earthquake Program. RCED-83-103; B-210587. July 26, 1983. 43 pp. plus 9 appendices (28 pp.).

Report to Sen. Slade Gorton, Chairman, Senate Committee on Commerce, Science and Transportation: Science, Technology, and Space Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Domestic Housing and Community Development: Reducing Federal Costs By Mitigating Disaster Losses (2146); Land Use Planning and Control: Non-Line-of-Effort Assignments (2351).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Community and Regional Development: Disaster Relief and Insurance (453.0).

Organization Concerned: Federal Emergency Management Agency; Department of the Interior: Geological Survey; National Science Foundation; Department of Commerce: National Bureau of Standards.

Congressional Relevance: House Committee on Appropriations: HUD-Independent Agencies Subcommittee; House Committee on Science and Technology; Senate Committee on Appropriations: HUD-Independent Agencies Subcommittee; Senate Committee on Commerce, Science and Transportation; Senate Committee on Commerce, Science and Transportation: Science, Technology, and Space Subcommittee; Sen. Slade Gorton.

Authority: Earthquake Hazards Reduction Act of 1977 (42 U.S.C. 7701 et seq.). Acid Precipitation Act of 1980. Ocean Pollution Planning Act. Executive Order 12148. Executive Order 12381. S. Rept. 97-336.

Abstract: Pursuant to a congressional request, GAO evaluated efforts by the Federal Emergency Management Agency (FEMA) to carry out the role assigned to it by statutory law, described Federal activities to assist State and local governments with earthquake response planning, and discussed why a prediction system has not been developed. **Findings/Conclusions:** GAO found

that FEMA, the lead agency for the National Earthquake Hazards Reduction Program, needs to do more to fulfill the requirements of the Earthquake Hazards Reduction Act of 1977. GAO believes that the newly formed FEMA Earthquake Policy Review Group can provide needed direction to Federal agencies in the program by improving interagency planning, budgeting, and evaluation. Progress has been slow in developing earthquake response plans at the State and local levels and in the private sector, and future progress will depend upon adequate FEMA direction and upon the resources available to those preparing the actual plans. GAO also found that an operational earthquake prediction system, an objective of the act, has not been developed, because necessary technological advances have not occurred. Although current monitoring systems can produce warnings, but not predictions, of an impending earthquake, further basic research is needed before reliable short-term predictions are feasible. **Recommendation To Agencies:** The Director of FEMA should formalize and strengthen the role of the Earthquake Policy Review Group as the program's oversight and management body by: scheduling regular meetings; instituting a process that will bring important issues before it for decision, including establishing program goals, priorities, budgets, and target dates; and requesting, if necessary, specific congressional funding for its activities. The Director of FEMA, through the interagency body, should determine the level of priority that should be assigned to achieving advances in technology and knowledge necessary to make a prediction system feasible. This determination should weigh the costs and uncertainties of a prediction system against the potential benefits of reducing loss of life and injuries as well as reducing property damage and disruption. If it is decided that the development of an operational system is vital to the Nation's disaster preparedness and scientific and other problems can be overcome, then FEMA and the Geological Survey, through the National Earthquake Hazards Reduction Program, should seek to arrange adequate funding for its development.

122005

[GAO's Second Biennial Report on the Impact of Public Law 94-519]. July 28, 1983. 12 pp.

Testimony before the House Committee on Government Operations: Government Activities and Transportation Subcommittee; by Henry W. Connor, Senior Associate Director for Supply, Maintenance, and Distribution, GAO National Security and International Affairs Division.

Contact: National Security and International Affairs Division.

Organization Concerned: General Services Administration.

Congressional Relevance: House Committee on Government Operations: Government Activities and Transportation Subcommittee.

Authority: Public Works and Economic Development Act of 1965. P.L. 94-519.

Abstract: GAO discussed its second biennial report on the impact of P.L. 94-519, which established a system for distributing surplus Government property to non-Federal organizations, and its implementation during the second 2-year period of operation. GAO stated that P.L. 94-519 has generally met congressional expectations. Although the amount of transferred excess property has declined during the second period, Federal agencies are receiving a higher proportion of compensation for property than before the act's implementation. However, GAO noted that the General Services Administration (GSA), the approving agency for property transfers, has experienced major discrepancies in its computerized information system for property management. GAO also noted that only 5 of the 35 States involved in donating operations have submitted acceptable distribution plans to GSA. Further, only six agencies reviewed by GAO had received acceptable

external audits of their programs. GAO believes that State agencies need to further emphasize the importance of adequate property control and accountability procedures for Federal property. Federal agencies should also continue to submit annual reports on all property donations.

122024

[DOD System of Managing Physical Security at Military Bases]. August 12, 1982. 9 pp. plus 2 attachments (18 pp.).

Testimony before the House Committee on Armed Services: Investigations Subcommittee; by Werner Grosshans, Deputy Director, GAO Procurement, Logistics, and Readiness Division. Refer to PLRD-81-1, March 6, 1981, Accession Number 114532.

Contact: Procurement, Logistics, and Readiness Division.

Organization Concerned: Department of Defense.

Congressional Relevance: House Committee on Armed Services: Investigations Subcommittee.

Abstract: GAO discussed its followup work on the Department of Defense (DOD) system of managing physical security at U.S. military bases. Specifically, GAO reviewed DOD actions taken on recommendations contained in congressional and GAO reports. In many cases, the actions are in the planning stage or have not been fully implemented. The major actions taken by DOD are: (1) establishing a Joint Security Chiefs Council with responsibility for coordinating joint-service security and law enforcement matters, identifying common security problems, promoting consistency in the services' approaches to similar problems, and recommending solutions to these problems; (2) drafting a joint service directive which provides for uniform security procedures for base entry, aircraft, fuels, and communications and automatic data processing equipment; and (3) requesting the services to include manpower and physical security costs in their fiscal year 1983 and 1984 budget requests. DOD believes that its proposed actions, plus the existing physical security plans, programs, and procedures, will satisfy the intent of the congressional subcommittee's concerns. GAO believes that much remains to be done if physical security is to be accomplished in an effective and economical manner. The most important action that DOD needs to take is to expand its role in providing guidance and direction to the services and then following up to ensure that the services' physical security programs are effective, economical, and accomplish common objectives. The DOD effort to accumulate total physical security costs is also a positive step. However, DOD has not provided clear guidance and direction to the services on what costs should be included or excluded. GAO recommended that the services rejustify, substantially reduce, or eliminate what seem to be excessive personnel at several installations and unique equipment requirements.

122059

Selected Government-Wide Management Improvement Efforts: 1970 to 1980. GGD-83-69; B-211809. August 8, 1983. 48 pp. plus 2 appendices (4 pp.).

Staff Study by William J. Anderson, Director, GAO General Government Division.

Contact: General Government Division.

Budget Function: General Government: Executive Direction and Management (802.0).

Organization Concerned: Executive Office of the President; Office of Management and Budget; National Academy of Public Administration.

Authority: Federal Managers' Financial Integrity Act of 1982 (P.L. 97-255). Civil Service Reform Act of 1978 (P.L. 95-454). Paperwork Reduction Act of 1980 (P.L. 96-511). Budget and Accounting Act. Classification Act. Reorganization Act, 1949.

Budget and Accounting Procedures Act of 1950. Automatic Data Processing Equipment Act. Productivity and Quality of Working Life Act (P.L. 94-136). Congressional Budget and Impoundment Control Act of 1974. Executive Order 11647. Executive Order 10072. Executive Order 12089. Executive Order 12352. Executive Order 12301. Executive Order 12291. P.L. 93-400. Reorg. Plan No. 2 of 1970. OMB Circular A-44. OMB Circular A-113. OMB Circular A-117. OMB Circular A-8. OMB Circular A-109. OMB Circular A-76. OMB Circular A-123. H.R. 2718 (98th Cong.). H.R. 42 (98th Cong.). S. 35 (98th Cong.).

Abstract: In response to request from a national academy, GAO reviewed 12 Government-wide management improvement initiatives undertaken from 1970 through 1980. **Findings/Conclusions:** GAO focused on Office of Management and Budget (OMB) circulars, major special projects and committees, and public laws mandating major management activities. In considering how to better sustain future major management initiatives, GAO observed that: (1) time and continuity in office are required to deal with the complex reform issues affecting Government-wide management; (2) a consensus should be developed concerning what constitutes good management in the Federal context; and (3) reform initiatives should not be started without implementation planning. GAO further suggested that: (1) ineffectiveness in linking management and budget issues questions the viability of the original OMB concept; (2) demonstration to the executive agencies of OMB and Presidential leadership support for the reforms is necessary; and (3) statutory authorization would be helpful for management initiatives. Proposals by GAO and others include: (1) lending support to specific initiatives currently underway through the Executive Office of the President; (2) fostering full implementation of the Federal Managers' Financial Integrity Act; (3) supporting a commission for more effective Government; (4) further strengthening the OMB management function; and (5) requiring by statute an annual President's management improvement agenda.

122078

[Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done]. AFMD-83-63; B-211147. June 22, 1983. 10 pp. plus 1 enclosure (5 pp.).

Report to Peter T. Johnson, Administrator, Bonneville Power Administration; by Walter L. Anderson, Senior Associate Director, GAO Accounting and Financial Management Division.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Energy: Improving Energy Organization and Decisionmaking (1638).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Bonneville Power Administration; Department of Energy.

Congressional Relevance: House Committee on Public Works and Transportation; Senate Committee on Energy and Natural Resources.

Authority: Privacy Act of 1974 (P.L. 93-529). OMB Circular A-121.

Abstract: GAO reviewed the Bonneville Power Administration's (BPA) progress in making its automatic data processing (ADP) resource management controls effective. **Findings/Conclusions:** GAO found that additional management controls and large-scale changes are needed to achieve effective and economical operations for computer systems integration, ADP resource management and use, computer protection, and contingency planning. GAO noted that BPA reliance on computer technology has increased and that an estimated \$40 million will be spent to modernize and expand computer systems and facilities. GAO stated

that, because of these actions, it is essential that BPA top management exercise oversight and commitment to the integration process. **Recommendation To Agencies:** The Administrator, BPA, should adopt information resource management operational concepts, with an organizational framework that specifically assigns agency information responsibilities to a central leader who reports directly to the Administrator. The Administrator, BPA, should define a time-phased action plan for implementing and improving ADP management controls, such as planning, systems development, full ADP cost accounting and user chargeback, ADP equipment acquisitions, systems integration, compliance monitoring, and computer protection. The Administrator, BPA, should periodically report to the Department of Energy's information resource manager on BPA actions and progress toward cost effective control practices.

122135

[Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement]. B-208662. August 15, 1983. 7 pp.
Decision re: Cray Research, Inc.; System Development Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Control Data Corp.; System Development Corp.; Cray Research, Inc.; Department of Commerce.

Authority: B-203428 (1981). B-203643 (1981). B-204354 (1981).

Abstract: Two firms protested the award of a contract issued by the Department of Commerce under a request for proposals (RFP) for a class VI computer system. The protesters contended that the awardee's proposal was unacceptable because it did not comply with the RFP, which required that vendors certify that they had previously installed at least three class VI computer systems which had achieved an availability level of at least 95 percent. While the awardee identified three sites at which its equipment had been installed, it failed to prove that the RFP requirements were met; and it did not provide maintenance log or operational records to demonstrate that the available criterion had been met. Commerce requested documentation from the awardee, but the protesters contended that such a request was improper since the requirement in question was a material one. GAO held that award to a firm which failed to certify in its proposal that three prior installations of similar equipment met specified criteria was improper because the solicitation made such certification mandatory. Accordingly, the protest was sustained, but GAO did not recommend that award be made to the protesters.

122147

[DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing]. IMTEC-83-2; B-208596. August 16, 1983. 6 pp. plus 1 enclosure (1 p.).
Report to Rep. Les Aspin; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Issue Area: Information Management: Better Use of Information Technology To Achieve Agency Goals (4222).

Contact: Information Management and Technology Division.

Budget Function: National Defense: Telecommunications and Radio Frequency Spectrum Use (Military-Related) (051.4); General Government: General Property and Records Management (804.0).

Organization Concerned: Department of Defense.

Congressional Relevance: Rep. Les Aspin.

Abstract: Pursuant to a congressional request, GAO followed up on its 1975 report regarding the need for electronically transmitting narrative messages at military telecommunications centers. In that report, GAO estimated that the number of narrative messages sent from six military installations could have been reduced and that a cost savings could be realized by decreasing staff who operated the telecommunications equipment. The report also projected that the Department of Defense (DOD) could save millions of dollars annually if up to 40 percent of the messages sent electronically from all military telecommunications centers were mailed. **Findings/Conclusions:** GAO found that a number of changes had been made at the six military telecommunications centers since the earlier review. Center equipment has been upgraded so that little manual effort is required for message transmission through the Automated Digital Network (AUTODIN). Also, the centers have provided guidelines to message releasers on message preparation. Consequently, even though some messages could be mailed, reductions to AUTODIN message traffic would not likely translate into further staff reductions beyond those which resulted from center automation. GAO also found that the Air Force has consolidated five telecommunications centers into three in response to recommendations contained in the earlier report.

122148

Compilation of GAO's Work on Tax Administration Activities During 1982. GGD-83-89; B-137762. August 12, 1983. 2 pp. plus 8 enclosures (97 pp.).

Report to Rep. Daniel Rostenkowski, Chairman, House Committee on Ways and Means; Sen. Robert J. Dole, Chairman, Senate Committee on Finance; Rep. Daniel Rostenkowski, Chairman, Joint Committee on Taxation; Rep. Jack Brooks, Chairman, House Committee on Government Operations; Sen. William V. Roth, Jr., Chairman, Senate Committee on Governmental Affairs; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Tax Administration: Non-Line-of-Effort Assignments (2751).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Department of the Treasury; Bureau of Alcohol, Tobacco and Firearms; Internal Revenue Service.

Congressional Relevance: House Committee on Government Operations; House Committee on Ways and Means; Senate Committee on Governmental Affairs; Senate Committee on Finance; Joint Committee on Taxation; Rep. Jack Brooks; Rep. Daniel Rostenkowski; Sen. William V. Roth, Jr.; Sen. Robert J. Dole.

Authority: Tax Equity and Fiscal Responsibility Act of 1982 (P.L. 97-248). P.L. 95-125.

Abstract: GAO submitted its sixth annual report on its work in the tax administration area which included: (1) open recommendations to Congress from reports issued before and during 1982; (2) legislative action taken during 1982 on recommendations; (3) recommendations to the Commissioner of Internal Revenue during 1982; (4) reports on tax administration matters issued during 1982; (5) testimony given by GAO during 1982; (6) scope and subject matter of reviews initiated during 1982 pursuant to Public Law 95-125; and (7) a GAO order relating to safeguarding tax returns and return information and procedures followed when undertaking reviews at the Internal Revenue Service (IRS) and the Bureau of Alcohol, Tobacco and Firearms. **Findings/Conclusions:** GAO reported that IRS has taken, or plans to take, action on most of the recommendations made during 1982 and, in enacting the Tax Equity and Fiscal Responsibility Act, Congress implemented several of the GAO open legislative recommendations from prior years.

122151

Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized. NSIAD-83-10; B-205525. August 15, 1983. 63 pp. plus 8 appendices (22 pp.).

Report to William E. Brock, U.S. Trade Representative, Office of the U.S. Trade Representative; Malcolm Baldrige, Secretary, Department of Commerce; by Frank C. Conahan, Director, GAO National Security and International Affairs Division.

Issue Area: International Affairs: Effectiveness of Government Efforts To Secure a Fairer and More Competitive International Trading System (0623).

Contact: National Security and International Affairs Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: Office of the U.S. Trade Representative; Department of Agriculture; Department of Commerce; Department of State.

Congressional Relevance: House Committee on Appropriations: State, Justice, Commerce and Judiciary Subcommittee; House Committee on Ways and Means: Trade Subcommittee; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Senate Committee on Finance.

Authority: Trade Agreements Act of 1979 (19 U.S.C. 2501 et seq.). Trade Act of 1974 (19 U.S.C. 2251 et seq.; 19 U.S.C. 2415). Equal Access to Justice Act (P.L. 96-481; 5 U.S.C. 504). Tariff Act of 1930. General Agreement on Tariffs and Trade (GATT), October 30, 1947, 61 Stat. A3, T.I.A.S. No. 1700. Agreement on Interpretation and Application of Articles VI, XVI, and XXIII of the General Agreement on Tariffs and Trade, T.I.A.S. No. 9616 19. U.S.C. 1671 et seq. 19 U.S.C. 1303.

Abstract: GAO reviewed U.S. efforts to reduce and eliminate the adverse effects of trade-related subsidy practices of foreign governments. **Findings/Conclusions:** GAO found that the United States wanted stronger rules on the use of subsidies and better procedures for resolving subsidy-related disputes between governments. It appears to have achieved these goals with the Subsidies Agreement; however, the emphasis of the agreement is not on the elimination of subsidies, but rather on dealing with their trade-distorting effects. Since January 1980 the U.S. Government has tried to use the agreement to reduce and eliminate trade-distorting subsidies by: (1) persuading developing countries to make commitments to reduce or eliminate export subsidies that are inconsistent with their development needs; (2) persuading agreement signatories to report the extent, nature, and effect of subsidies; (3) using the agreement's conflict resolution procedures to help eliminate the effects of specific subsidy practices; and (4) negotiating an improved arrangement on the use of officially supported export credits and continuing to negotiate further improvements. Article 7 of the Subsidies Agreement provides for improved disclosure of information about subsidy practices. GAO found that the European Community and the U.S. Government disagreed about what constitutes a reportable subsidy practice under Article 7. GAO concluded that the reporting provisions of the agreement have done little to improve disclosure of subsidies information. Considerable problems exist in reaching an understanding with other signatories as to how some provisions of the agreement should be applied. **Recommendation To Agencies:** The U.S. Trade Representative and the Secretaries of Agriculture and State should each designate a representative to cooperate with Commerce's foreign subsidies librarian in establishing procedures to improve the flow of information on foreign subsidy practices to Commerce's library. The U.S. Trade Representative should direct the section 305 coordinator to send a copy of all nonconfidential subsidy information collected pursuant to a request under section 305 of the 1974 Trade Act, as amended, to the Department of Commerce's foreign subsidies library. The U.S. Trade Representative should issue regulations governing section 305 of the 1974 Trade Act, as amended, including interpretation of the statutory phrase "the nature and extent of a specific trade policy

or practice--with respect to particular merchandise" in section 305(a)(1). The Secretary of Commerce should direct the Deputy Assistant Secretary for Import Administration to include the full text of section 305, "Requests for Information" (19 U.S.C. 2415), in the written material typically sent to potential petitioners under countervailing duty law. Inclusion of section 305 should be accompanied by the caveat that it is neither required nor recommended that potential petitioners seek subsidy-related information under section 305 and specifically that the statutory language, "petition--which is accompanied by information reasonably available to the petitioner supporting those allegations" (19 U.S.C. 1671a), does not mandate the use of section 305.

122152

[Need for Central Adjudication Facility for Security Clearances for Navy Personnel]. GGD-83-66. May 18, 1983. 4 pp.

Report to John F. Lehman, Secretary, Department of the Navy; by John Lovelady, (for Arnold P. Jones, Senior Associate Director), GAO General Government Division.

Issue Area: Information Management: Assessing Agencies' Classification, Declassification, and Protection of National Security Information (4215).

Contact: General Government Division.

Budget Function: National Defense: Defense-Related Activities (054.0).

Organization Concerned: Department of Defense; Department of the Navy.

Authority: DOD Reg. 5200.2-R. Navy Security Managers Handbook.

Abstract: GAO evaluated the Department of Defense's (DOD) Personnel Security Program, focusing on the Navy's adjudication process of security clearances for military and civilian personnel. **Findings/Conclusions:** GAO found that, although the Navy has maintained a centralized adjudication facility for many years, about 3,000 commands have been authorized to adjudicate the security clearances for military personnel. The commands reviewed by GAO experienced some problems, because the range in rank or grade level of the individuals adjudicating cases varied widely, formal training and security experience were lacking, and the clearance review verification procedures were inconsistent. GAO noted that, until a uniform adjudicating system is adopted, procedural discrepancies may negatively affect the efficiency of the process. **Recommendation To Agencies:** The Secretary of the Navy should establish a central adjudication facility for civilian and military personnel, in accordance with the requirement of DOD Regulation 5200.2-R, "Personnel Security Program." The Secretary of the Navy should require revisions to existing instructions to provide specific criteria on the procedures to be followed in determining individual eligibility for access to classified information.

122154

[Debt Collection at the Department of Education]. August 4, 1983. 7 pp.

Testimony before the House Committee on Education and Labor: Postsecondary Education Subcommittee; by John F. Simonette, Associate Director, GAO Accounting and Financial Management Division.

Refer to HRD-81-124, September 30, 1981, Accession Number 116561.

Contact: Accounting and Financial Management Division.

Organization Concerned: Department of Education; Office of Management and Budget.

Congressional Relevance: House Committee on Education and Labor: Postsecondary Education Subcommittee.

Authority: Debt Collection Act of 1982.

Abstract: GAO discussed debt collection at the Department of Education. During fiscal 1982, Education acted to resolve long-standing debt collection problems and to increase its oversight of schools administering student loans by developing a comprehensive debt collection improvement plan and creating a credit management board. Education sought to improve the accuracy of information systems for the Guaranteed Student Loan and National Direct Student Loan programs, improve the control and reporting of financial transactions, and augment Education's collection staff with private sector collectors and temporary employees. In a 1981 report on defaulted student loans, GAO recommended that Education monitor contractor performance to ensure cost effectiveness. Under the present plan, Education transferred about \$635 million of defaulted loans to private collectors and expects to collect about 10 percent of the assigned amount. Through June 1983, about 4 percent had been collected with an increase in the amounts collected monthly. GAO noted that the Office of Management and Budget (OMB) claims that contractor performance is hampered by regulations that do not allow contractors to bring suit directly against debtors. Education believes that the installation of an information system capable of handling all of Education's loan programs will aid greatly in solving its accounting and reporting problems. In conclusion, GAO noted that Education fell short of its OMB debt collection target.

122157

The FBI Has Improved Its Fingerprint Identification Service. GGD-83-78; B-211951. August 19, 1983. 11 pp. plus 1 appendix (2 pp.).

Report to Sen. Paul Laxalt, Chairman, Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; by Daniel F. Stanton, (for William J. Anderson, Director), GAO General Government Division.

Issue Area: Law Enforcement and Crime Prevention: Effectiveness of Federal Efforts To Develop Criminal Justice Data, Management Information, and Systems (0571).

Contact: General Government Division.

Budget Function: Administration of Justice: Federal Law Enforcement Activities (751.0).

Organization Concerned: Department of Justice; Federal Bureau of Investigation.

Congressional Relevance: *Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Sen. Lowell P. Weicker; Sen. Paul Laxalt.*

Authority: P.L. 97-257. P.L. 97-276. OMB Circular A-25. 31 U.S.C. 9701. 96 Stat. 823. 96 Stat. 1191.

Abstract: In response to a congressional request, GAO examined: (1) the Federal Bureau of Investigation's (FBI) justification for temporarily suspending fingerprinting identification service provided to banking institutions and State and local employment and licensing agencies; and (2) whether a user fee, initiated in October 1982, adequately covered FBI costs to provide the service. **Findings/Conclusions:** GAO found that service was suspended on October 1, 1981, to banking institutions and State and local employment and licensing agencies, because the processing time for fingerprint identification requests submitted by Federal agencies and State and local criminal justice organizations had doubled between October 1977 to October 1981. This increase was mainly caused by staff decreases and a high employee turnover rate. The FBI objectives in suspending service to some organizations was to reduce processing times for criminal justice users and to allow FBI time to develop a user fee system and to reinstitute service with reduced processing time for all users. GAO found that these objectives were achieved. FBI lifted the suspension as planned on October 1, 1982, restoring the suspended services and initiating a user fee system. Federal agencies and State and local

criminal justice agencies do not pay the fee. During the first 6 months under the user fee system, the processing time was approximately the same number of workdays for all users as it had been in 1977 and is still well below the FBI service goal. GAO found that the cost estimates used to determine the user fee appeared to be reasonable. The user fee will be reevaluated annually because the workload and personnel ceilings could change and automation could improve processing time.

122158

The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease. AFMD-83-70; B-208919. July 22, 1983. Released August 22, 1983. 9 pp. plus 2 enclosures (2 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Automatic Data Processing: Changing ADPE Acquisition Regulations To Meet the Objectives of the Brooks Act (0112).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of the Air Force; Department of Defense.

Congressional Relevance: *House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; House Committee on Government Operations; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services; Rep. Jack Brooks.*

Authority: OMB Circular A-121.

Abstract: In response to a congressional request, GAO reviewed the Air Force Weapons Laboratory's (AFWL) use of a Cray-1 computer system to determine whether continued lease of the Cray-1 is justified. **Findings/Conclusions:** GAO stated that, although AFWL research programs benefit from large-scale computer support, the extent to which the Cray-1 has been used may not justify its continued lease and operation. GAO found that: (1) the planned research workload of AFWL and other users has been less than expected; (2) AFWL research computer use has declined; and (3) AFWL has not validated its large-scale computer workload requirements or evaluated available alternatives since 1974. GAO noted that the Cray-1 was used less than anticipated because Defense Nuclear Agency data processing needs were satisfied by the Department of Energy computer facility, and research staff turnover and budget constraints caused cancellation or delay of research projects. GAO also found that AFWL does not fully recover the Cray-1 computer operating costs from the users it supports. GAO noted that the Department of Defense (DOD) plans to provide guidance during 1983 to implement full cost recovery. **Recommendation To Agencies:** The Secretary of Defense should monitor development and publication of DOD guidance for implementing Office of Management and Budget Circular A-121 and expedite DOD-wide implementation. The Secretary of the Air Force should evaluate and validate large-scale computer needs at AFWL and identify and evaluate any available alternatives that could provide economically effective computer support for AFWL validated needs.

122171

[Navy Logistics Data-Base Problems Need Increased Management Attention]. NSIAD-83-48. August 19, 1983. 6 pp.

Report to Rear Adm. A. A. Giordano, Commander, Department of the Navy; Naval Supply Systems Command; by Henry W. Connor, Senior Associate Director, GAO National Security and International Affairs Division.

Issue Area: Logistics Management: Determination of Wholesale Needs (3811).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Navy: Naval Supply Systems Command.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services.

Abstract: GAO completed a review of Navy efforts to improve the accuracy of its logistics data base as a part of a project to acquire new computers and redesign the Uniform Inventory Control Point (UICP) system. **Findings/Conclusions:** Over the years, the accuracy and reliability of logistics information in the UICP data base has been challenged in GAO and other audit reports. GAO has stated that incomplete inventory data in Navy computer records have resulted in understatement of stock on hand and overbuying. Logistics managers at the inventory control points are aware of the inaccuracies in the system and there are a number of ongoing efforts designed to improve data-base quality. However, GAO found that the plans which the Navy has developed to replace the computer and totally redesign the UICP system do not adequately address the data-base problems and that independent efforts to redesign the system are being made by different entities within the inventory control points. **Recommendation To Agencies:** The Commander of the Naval Supply Systems Command should identify those segments of the UICP data base that are critical to the decisionmaking process. The Commander of the Naval Supply Systems Command should determine the relative accuracy or inaccuracy of critical data elements within these segments. The Commander of the Naval Supply Systems Command should assign specific responsibilities to assure that all significant errors are identified and that correct data are entered into the files. The Commander of the Naval Supply Systems Command should assign management responsibilities for overseeing the entire effort. The Commander of the Naval Supply Systems Command should establish milestones for completing the project to correct the data base. The Commander of the Naval Supply Systems Command should make the necessary resources available to complete this project.

122179

[Protest of Army Failure To Refer Matter of Capability to SBA]. B-211371. August 23, 1983. 3 pp.

Decision re: C.M.P. Corp.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: C.M.P. Corp.; Department of the Army; System, Inc.

Authority: 45 Comp. Gen. 4. 58 Comp. Gen. 415. B-184754 (1975). 15 U.S.C. 637(b)(7).

Abstract: A firm protested the Army's failure to refer the matter of its capability to the Small Business Administration (SBA) before rejecting its offer under a request for proposals (RFP) for computer maintenance services. The RFP was set aside for small businesses, and award was made to the bidder with the highest technical rating and lowest price. The protester complained that, because the evaluation involved the offerer's responsibility, the Army should not have rejected its offer without referral to SBA under the Certificate of Competency procedure. GAO found no legal merit to the protest. Since the selection decision did not involve responsibility, referral to SBA was not required. In addition, GAO found that the awardee had such a high technical rating that it would have been selected for award even if it had not

been assigned any points under an evaluation factor, the scoring of which was questioned by the protester. Accordingly, the protest was denied.

122189

[Review of Overtime Practices and Controls at Selected Installations in the Department of Defense]. GGD-83-80; B-207535. August 24, 1983. 2 pp. plus 1 enclosure (4 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Personnel Management and Compensation: Comparability of Federal Compensation to the Non-Federal Sector (Civilian Compensation) (0326).

Contact: General Government Division.

Budget Function: General Government: Central Personnel Management (805.0).

Organization Concerned: Department of Defense.

Congressional Relevance: House Committee on Post Office and Civil Service.

Abstract: Pursuant to a congressional request, GAO: (1) analyzed management's use of overtime in selected departments and agencies to determine whether the use is justified and necessary; (2) examined the use and feasibility of overtime alternatives; and (3) evaluated the adequacy of overtime control systems. The review was conducted at 10 military installations since, in fiscal year 1982, the Department of Defense (DOD) accounted for 33 percent of total Federal overtime expenditures. **Findings/Conclusions:** GAO found that the high overtime rates were generally justified and necessary to meet increasing workloads under personnel ceiling constraints. Managers were using alternatives to overtime, such as temporary employees, to deal with the increasing workloads and to minimize overtime costs. Although overtime control procedures were generally adequate at the facilities visited, managers did not always ensure that required procedures were followed. Also, at two installations, managers and supervisors were allowing many of their employees to take annual leave during the same week in which they worked overtime. This situation could result in additional overtime requirements. DOD plans to issue a memorandum to its components reemphasizing its requirements for overtime control procedures, and it agreed that leave should not be authorized during periods when overtime is planned.

122192

[Protest of Issuance of Navy Purchase Order]. B-209425. August 25, 1983. 4 pp.

Decision re: Systonetics, Inc.; by Harry R. Van Cleve, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Navy; Systonetics, Inc.; Metier Management Systems.

Authority: F.P.R. 1-4.1109-6. F.P.R. 1-4.1109-6(f). D.A.R. 4-1104.4(b)(1). D.A.R. 4-1104.4(b)(2). D.A.R. 4-1104.4(b)(5). B-194157 (1980). B-208879 (1983).

Abstract: A firm protested the Navy's issuance of a purchase order for an automated scheduling system to another firm. The protester responded to the Navy's notice in the Commerce Business Daily for such a system, and the Navy found that the firm's system did not meet its requirements. The protester contended that its system would meet the Navy's requirements and that it would be less costly than the system chosen by the Navy. The Navy disputed the protester's assertions and identified several requirements that the protester's system did not meet. The protester claimed that the Navy based these requirements on the awardee's promotional literature and did not adequately evaluate its system. GAO found that the protester offered no support for this

allegation. Further, the record showed that the Navy not only considered the system offered by the protester, but it also considered another system available from the protester. Accordingly, the protest was denied.

122218

With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters. GGD-83-63; B-212165. August 25, 1983. 28 pp. plus 6 appendices (12 pp.). Report to Roscoe L. Egger, Jr., Commissioner, Internal Revenue Service; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Tax Administration: Effectiveness of IRS Response to Special Compliance Problems: Tax Shelters, Foreign Tax Havens, and Tax Protesters (2711).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Department of the Treasury; Internal Revenue Service.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Ways and Means; Senate Committee on Budget; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Finance; Joint Committee on Taxation.

Authority: Tax Equity and Fiscal Responsibility Act of 1982. Tax Reform Act of 1976. Revenue Act of 1978. Economic Recovery Tax Act of 1981. Internal Revenue Manual.

Abstract: In response to a congressional request, GAO reviewed Internal Revenue Service (IRS) activities in the tax shelter area.

Findings/Conclusions: Lately, the size and complexity of the IRS workload in the tax shelter area have strained its resources. The number of those types of tax shelters which IRS has identified as abusive have risen from 2 to 18 in 9 years, while the IRS approach to examining shelter returns requires that virtually every shelter return identified as potentially abusive be examined. Examiner staff days devoted to the Tax Shelter Program have risen from 2.5 percent of direct examination time during fiscal year (FY) 1979 to 8.9 percent during the first 6 months of FY 1983. Examining abusive shelters imposes a large administrative burden on examiners because an abusive shelter is often set up as a partnership and examining such a shelter often requires the control of several returns, for different tax years, and in different districts. GAO found that about 60 percent of examiner time is spent on administrative tasks with only 40 percent applied to examining returns and developing examination issues. At the present pace, tax shelter returns take more than 4 years to process. To compound the problem, about 50 percent of completed tax shelter examinations are appealed, involving 90 percent of all potential revenue from these examinations. IRS has focused top management attention on this area and devised new approaches to reduce the number of cases in its inventory. In addition, Congress has provided legislative relief, most recently, in the Tax Equity and Fiscal Responsibility Act (TEFRA) which gives IRS several enforcement tools and simplifies the administrative aspects of partnership examinations. **Recommendation To Agencies:** The Commissioner of Internal Revenue should develop such management information as is appropriate and necessary to more accurately gauge the current size of the problem of abusive tax shelters and the impact IRS is having on noncompliance in this regard. The Commissioner of Internal Revenue should develop such management information as is appropriate and necessary for determining whether the TEFRA and administrative changes have eliminated the causes of past problems and for identifying as early as possible any other obstacles to effective and efficient

program operations. If IRS finds that the must-work approach is still resulting in administrative difficulties, the Commissioner of Internal Revenue should: (1) reassess the goal of expeditiously examining every abusive shelter which is identified, in light of this goal's impact on the IRS examination plan; (2) formulate, if this goal is found to be no longer attainable, criteria for deciding which abusive tax shelters are most in need of examination; and (3) make more extensive use of centralized support staffs and computer, rather than manual, systems to further free examiners from clerical and administrative tasks.

122224

[Protest of Treasury Contract Award]. B-212677. August 26, 1983. 1 p.

Decision re: Genographics Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Genographics Corp.; Department of the Treasury; Office of Procurement.

Authority: 4 C.F.R. 21.1(a). B-204415 (1983).

Abstract: A firm protested a Department of the Treasury contract award for a computer graphics system to be delivered and installed at a Saudi Arabian Government facility. The work was to be paid for entirely with funds deposited by the Saudi Arabians in the Treasury, which would act as the custodian and banker for the owner. Since the funds were not subject to the restrictions applicable to appropriated funds, the protest was not for consideration by GAO. Accordingly, the protest was dismissed.

122261

Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable. RCED-83-184; B-211849. September 1, 1983. 22 pp. plus 4 appendices (22 pp.).

Report to Elizabeth H. Dole, Secretary, Department of Transportation; by Baltas E. Birkle, (for J. Dexter Peach, Director), GAO Resources, Community, and Economic Development Division.

Issue Area: Transportation Systems and Policies: Efficient and Effective Use of Federal Capital Assistance To Meet Transit Needs (2439).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Transportation: Ground Transportation (401.0).

Organization Concerned: Department of Transportation; Urban Mass Transportation Administration.

Congressional Relevance: House Committee on Appropriations: Transportation Subcommittee; House Committee on Public Works and Transportation; Senate Committee on Appropriations: Transportation Subcommittee; Senate Committee on Banking, Housing and Urban Affairs.

Authority: Surface Transportation Assistance Act of 1982 (P.L. 97-424). Department of Transportation Appropriation Act, 1983 (P.L. 97-369). Department of Transportation Appropriation Act, 1980 (P.L. 96-131). Department of Transportation Appropriation Act, 1982. Department of Transportation Appropriation Act, 1981 (P.L. 97-102).

Abstract: GAO discussed the Urban Mass Transportation Administration's (UMTA) procedure that requires federally funded transit systems to use life-cycle costs when buying transit vehicles. **Findings/Conclusions:** GAO found that major obstacles inhibit this process, resulting largely from: (1) transit systems' failure to prove that such procurement decisions are cost effective; and (2) a lack of adequate information, resources, or technical expertise for transit systems to effectively use the process. Further, transit systems have not adequately documented performance costs for

the vehicles purchased to assess the validity of the cost projections. GAO believes that, if performance projections cannot be effectively confirmed, the continued use of the life-cycle cost process should be questioned because of the additional costs involved. **Recommendation To Agencies:** The Secretary of Transportation should direct the UMTA Administrator to develop research and demonstration projects with selected transit systems to document the costs associated with using the life-cycle cost process to buy transit vehicles. The Secretary of Transportation should direct the UMTA Administrator to develop research and demonstration projects with selected transit systems to keep operating and maintenance cost records for the vehicles bought to determine the validity of the cost projections used in making the contract award. The Secretary of Transportation should direct the UMTA Administrator to develop research and demonstration projects with selected transit systems to identify ways to overcome the obstacles to using the life-cycle cost procurement process by addressing the problems of the availability of adequate data, selection of verifiable cost factors, failure to consider the present value of the projected costs, development of fair evaluation processes, and expertise needed to adequately evaluate cost projections.

122285

[Protest of SSA Contract Award]. B-202813.4. September 6, 1983. 2 pp.

Decision re: M/A COM Sigma Data, Inc.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: M/A COM Sigma Data, Inc.; Paradyne Corp.; Social Security Administration.

Authority: SEC v. Paradyne Corp., Civ. No. 83-351 (M.D. Fla. 1983). B-192500 (1978). B-207285 (1983). B-202813.3 (1983).

Abstract: A firm protested a Social Security Administration computer services contract award, contending that the 1981 award should be canceled and the award made to it. The protester also claimed proposal preparation costs. The protester based its protest on the Government's allegation that the awardee conducted itself improperly during preaward tests. GAO noted that the awardee's hardware deliveries had been substantially completed and that any procurement for the computer services would undoubtedly necessitate the issuance of a new solicitation. GAO held that, even if the allegations were proven to be true, the protest was academic. GAO also held that the claim for bid preparation costs had no legal merit. Accordingly, the protest and the claim were denied.

122291

[Protest of DLA Contract Award]. B-211357. September 7, 1983. 4 pp.

Decision re: Federal Data Corp.; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Federal Data Corp.; General Services Administration; Falcon Systems, Inc.; Defense Logistics Agency.

Authority: 4 C.F.R. 21.2(b)(1). 58 Comp. Gen. 591. B-202517.3 (1981). B-202164.2 (1981). B-210482 (1983). B-209512 (1982).

Abstract: A firm protested a contract award under a Defense Logistics Agency (DLA) request for proposals for lease of automatic data processing equipment, contending that it was in violation of the General Services Administration's (GSA) delegation of procurement authority (DPA), which stated that a replacement system should be of the same relative capacity as the installed system. GSA advised that, although DLA included a restrictive provision in its solicitation regarding system runtime, it did not adhere to the DPA requirement. DLA argued that it did

adhere to the DPA and that the protester, the fourth low bidder, was not an interested party. GAO found that, if the protest were sustained, a resolicitation would be necessary causing the protester to be an interested party. However, a protest of alleged improprieties in a solicitation must be filed before closing date for receipt of proposals to be timely. This protest was filed 6 months after that date and was, therefore, untimely and not for consideration. Accordingly, the protest was dismissed.

122292

Computer Technology at IRS: Present and Planned. GGD-83-103; B-207212. September 1, 1983. 153 pp. plus 13 appendices (23 pp.).

Staff Study by William J. Anderson, Director, GAO General Government Division.

Issue Area: Tax Administration: Actions IRS Can Take To Improve the Economy and Efficiency of Its Operations (2720).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Department of the Treasury; Internal Revenue Service.

Authority: Revenue Act. Paperwork Reduction Act of 1980. OMB Circular A-109.

Abstract: GAO examined the Internal Revenue Service's (IRS) computer operations, as well as planned replacements, improvements, and additions to its computer resources, as of July 1983.

Findings/Conclusions: IRS processed over 170 million tax returns and collected about \$632 billion in tax revenues in fiscal year 1982. GAO stated that, without computers, these activities would have been virtually impossible. Computers, teleprocessing, telecommunications, office automation, and other technology associated with information and data processing are critical to the IRS mission of enforcing the Nation's tax laws. Specific aspects of the IRS computer operations discussed in this study include: the computer processing of tax returns; the data reliability of controls in the tax returns processing system; the enhancements and improvements planned for the system; the computer processing of information returns; the current and planned nonreturns processing systems; and IRS policies and procedures for managing its computer resources.

122296

Status of Major Acquisitions as of September 30, 1982. NSIAD-83-32; B-197358. September 7, 1983. 5 pp. plus 9 appendices (153 pp.).

Staff Study by Bill W. Thurman, (for Frank C. Conahan, Director), GAO National Security and International Affairs Division.

Issue Area: Procurement of Major Systems: Congressional Information on the Issues Concerning Systems for Which Funds Are Requested (3001).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0); Procurement - Other Than Defense (990.4); General Government: Other General Government (806.0).

Organization Concerned: Government-Wide.

Abstract: GAO reported on the status of major ongoing civil and defense acquisitions as of September 30, 1982. The report provided data on cost, schedule, quantity, and funding as well as reasons for cost growth. **Findings/Conclusions:** The total estimated cost of the 444 ongoing acquisitions included cost growth of \$401 billion from the development estimates and \$463 billion from the initial estimates. Department of Defense acquisitions have a total estimated cost of nearly \$742 billion, about 88 percent of the total of both civil and defense acquisitions. The civil acquisitions

have a total estimated cost of just over \$100 billion. Inflation was given as the major reason for civil acquisition cost growth.

122298

[Software Problems in the Development of the Defense Fuel Automated Management System]. IMTEC-83-5; B-207640. September 6, 1983. 6 pp.

Report to Vice Adm. E. A. Grinstead, Director, Defense Logistics Agency; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Issue Area: Automatic Data Processing: Ways To Improve the Effectiveness of Federal Software, Including Better Transferability and Better Guidance to Agencies (0117).

Contact: Information Management and Technology Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of Defense; Defense Logistics Agency.

Authority: DLA Handbook 4730.1.

Abstract: GAO reviewed the Defense Fuel Automated Management System (DFAMS) to: (1) identify any instances of software obsolescence and the causes; and (2) predict the impact of software obsolescence on mission accomplishment. **Findings/Conclusions:** Under the management of the Defense Fuel Supply Center, DFAMS was designed as a fully automated, integrated system that would encompass the functions of inventory management, procurement, financial control, and accounting for bulk fuel products in the Department of Defense. The financial accounting function became operational in 1982 and the supply and procurement functions are now being developed. GAO found that the DFAMS software is being developed with obsolete and vendor-dependent programming techniques which will cause the delivered system to be unnecessarily costly to maintain and, if incompatible hardware is acquired, will lead to high conversion costs. Many commercial software tools are available which support American National Standard Information (ANSI) programming standards and can assist in the planning and creation of application systems. GAO believes that the Defense Logistics Agency (DLA) should consider the use of such tools to improve the quality of the DFAMS application software and reduce potential maintenance costs. GAO found that DFAMS developers do not inspect program codes for compliance with DLA, Defense, Federal, or ANSI standards and believes that software tools could greatly reduce the labor of such inspection. The Normalization Program and the Automatic Data Processing Equipment Replacement strategy should achieve the DLA goals of standardizing its software and becoming as machine independent as possible. **Recommendation To Agencies:** The Director, DLA, should determine and communicate a policy position on whether DFAMS should: (1) comply with the objectives of the Normalization Program; or (2) justify that its critical mission requires a vendor-dependent approach. The Director, DLA, should act promptly to ensure that programming techniques used in DFAMS applications software comply with established DLA, Defense, ANSI, and Federal standards to facilitate conversion, if required. The Director, DLA, should ensure that quality control over programming techniques is enforced, using available software tools whenever possible.

122332

Retrenchment and Redirection at the Office of Personnel Management. GGD-83-95; B-211358. August 22, 1983. Released August 29, 1983. 35 pp. plus 4 appendices (14 pp.).

Report to Rep. Donald J. Albosta, Chairman, House Committee on Post Office and Civil Service; Human Resources Subcommittee; Rep. William D. Ford, Chairman, House Committee on Post Office and Civil Service; Rep. Patricia Schroeder, Chairman,

House Committee on Post Office and Civil Service: Civil Service Subcommittee; by Daniel F. Stanton, (for William J. Anderson, Director), GAO General Government Division.

Issue Area: Personnel Management and Compensation: Adequacy of Consideration of Pertinent Factors in Workforce Reductions and Staffing Plans (0336).

Contact: General Government Division.

Budget Function: General Government: Central Personnel Management (805.0).

Organization Concerned: Office of Personnel Management.

Congressional Relevance: House Committee on Post Office and Civil Service: Civil Service Subcommittee; House Committee on Post Office and Civil Service: Human Resources Subcommittee; House Committee on Post Office and Civil Service; Rep. William D. Ford; Rep. Donald J. Albosta; Rep. Patricia Schroeder. **Authority:** Civil Service Reform Act of 1978 (P.L. 95-454).

Abstract: In response to a congressional request, GAO reported on the retrenchment and redirection that took place at the Office of Personnel Management (OPM) between March 1981 and December 1982 in response to fiscal year (FY) 1982 budgetary reductions in executive nondefense agencies. **Findings/Conclusions:** The OPM 1982 salaries and expenses appropriation was reduced 16 percent below the approved 1981 level; however, the trust and revolving funds which OPM administers were not directly affected by the reduction. OPM began a redirection of priorities and resources in 1981, before the budget cuts were instituted, and decided to offer less advisory personnel management assistance to Federal agencies and to terminate some programs. Faced with anticipated budget cuts, OPM reduced its staffing levels through attrition and a reduction-in-force; reduced spending via employee furloughs; reduced travel, purchases, and rent expenditures; and reorganized its central and field office structures and reassigned many of its personnel. While these actions were within the administrative authority of OPM, they were unsettling for OPM employees. OPM still performs most of the oversight functions as it did before, but the resources devoted to oversight have been reduced and Federal agencies cannot rely on OPM for as much assistance as in previous years. However, the overall effects of the reduction are not measurable. Many Government-wide personnel problems still exist, particularly with the Civil Service Reform Act initiatives, and OPM leadership is needed to resolve them.

122344

Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities. RCED-83-235; B-212866. September 2, 1983. 8 pp. plus 4 appendices (30 pp.). Report to Sen. Ernest F. Hollings; by Ralph V. Carlone, (for J. Dexter Peach, Director), GAO Resources, Community, and Economic Development Division.

Issue Area: Communications: Appropriateness of Communications Regulatory Policies and Methods (3705).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Federal Communications Commission.

Congressional Relevance: Sen. Ernest F. Hollings.

Abstract: In response to a congressional request, GAO reviewed efforts by the Federal Communications Commission (FCC) to ensure that regulated telephone ratepayers do not bear a disproportionate share of the costs of telephone carriers' unregulated activities. **Findings/Conclusions:** FCC is aware that, when a firm engages in regulated and nonregulated activities, it has the potential for anticompetitive practices, and FCC maintains that establishing a separate subsidiary has advantages over accounting

requirements alone in forestalling anticompetitive behavior. Others hold the view that operating companies should choose for themselves whether to establish subsidiaries, rather than have FCC impose that requirement. FCC is revising the uniform system of accounts (USOA); however, implementation is not scheduled until 1986, and adherence to revised USOA standards may not be sufficient to keep companies from engaging in anticompetitive practices. GAO found that, although FCC is making progress, much work remains to be done before adequate accounting systems and cost allocation procedures are adopted. While FCC has given conditional approval to American Telephone and Telegraph Company cost allocation procedures, it continues to review their use. FCC is currently considering cost allocation procedures for other telephone companies. GAO commented that the effectiveness of these efforts will depend upon resources dedicated to monitoring compliance with accounting requirements. GAO suggested that FCC consider the use of independent auditing firms to evaluate carriers' auditing procedures.

122347

[Summary of Review of the Army's Division Level Data Entry Device Acquisition]. IMTEC-83-1; B-207569. August 16, 1983. Released September 16, 1983. 4 pp. plus 1 enclosure (1 p.). Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Walter L. Anderson, (for Warren G. Reed, Director), GAO Information Management and Technology Division.

Issue Area: Automatic Data Processing: Effectively Conducting Major ADP Systems Acquisitions (0113); Domestic Housing and Community Development: Federal Programs To Develop Viable Minority Group Firms (2121).

Contact: Information Management and Technology Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Systems and Applied Sciences Corp.; Department of the Army; United States Marine Corps; International Business Machines Corp.

Congressional Relevance: House Committee on Government Operations; Rep. Jack Brooks.

Authority: F.P.R. 1-4.1104(k).

Abstract: Pursuant to a congressional request, GAO reviewed the Army's Division Level Data Entry Device (DLDED) acquisition program to determine: (1) the scope and viability of the program; (2) whether competitive sources were available to fulfill the Army's requirements; (3) whether a sole-source procurement was justified; and (4) whether the contractual agreements were proper, valid, and in the best interests of the Government. The Army developed the DLDED program to acquire a system of small computers after automated data entry was shown to be more efficient than manual methods in tests conducted using commercial, off-the-shelf equipment. In 1978, Congress directed the Army to delay its DLDED program until a similar Marine Corps program could be tested and proven cost effective. Subsequent to the Marine Corps procurement, the Army made numerous additions to the specifications established by the Marine Corps, increasing the price by \$85,000 per unit, and procured 688 DLDED units on a sole-source basis. **Findings/Conclusions:** GAO found that: (1) no documentation was presented to support the Army's need for more extensive requirements than those of the Marine Corps; (2) other computer systems and components could meet the Army's basic needs; (3) the supporting documents did not provide a sufficient level of justification for a sole-source procurement; and (4) the contractual agreements for the DLDED equipment were proper and valid, but not in the Government's best interest because the contractor had no previous hardware manufacturing and systems integration experience and the brokering arrangement would result in a higher cost to the Government. After the DLDED

acquisition review began, the Army terminated the contract, renamed it, and is conducting a competitive procurement. Because of a large increase in the number of systems to be purchased, the new procurement will have a much higher cost, and GAO noted that the acquisition should be carefully managed.

122360

[Protest of Elimination From Competitive Range]. B-209671. September 16, 1983. 7 pp.

Decision re: NCR Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: NCR Corp.; Internal Revenue Service.

Authority: FIPS Pub. 69. B-183614 (1976). B-198876.3 (1981). B-201853.3 (1982). B-208237 (1983). B-209188 (1983).

Abstract: A firm protested its elimination from the competitive range under a request for proposals (RFP) issued by the Internal Revenue Service (IRS) to acquire computers and software. The RFP reserved the right to request an operational capability demonstration on an installed system similar to the one being procured. The offerers were provided instructions, programs, and data approximately 8 weeks prior to the test. After the protester's demonstration, IRS concluded that the protester's offer did not meet the mandatory requirements of the solicitation. The protester disagreed with this assessment, but it refused the IRS offer of the opportunity to repeat its demonstration, and IRS eliminated the protester from the competition. The protester contended that its elimination from the competitive range was improper. The determination of whether a proposal is within the competitive range is primarily a matter of administrative discretion which GAO will not disturb absent a clear indication that the determination lacks a reasonable basis. GAO found that the protester focused its protest on RFP requirements and ignored the refinements reflected in the test instructions. Therefore, GAO found that IRS was reasonable in considering the protester's demonstration to be deficient in a particular area. GAO would not consider the protester's assertion that the programs in its deficient proposal were not compatible with a Federal information processing standard, since the protester failed to raise the question prior to the test date. GAO agreed with the protester that the RFP could have been clearer in stating one requirement. However, GAO found that IRS had a reasonable basis for its assessment that the protester's offer failed to meet this requirement. GAO has previously held that an offerer's failure to demonstrate the ability to satisfy mandatory minimum requirements of a solicitation is a sufficient basis to exclude that offerer from competition. Since the protester refused the IRS offer allowing it to repeat its demonstration, GAO found that the protester was reasonably excluded from the competitive range. Accordingly, the protest was denied.

122362

[Protest of DOE Contract Award]. B-209544. September 16, 1983. 5 pp.

Decision re: Satellite Business Systems; by Harry R. Van Cleve, Acting General Counsel.

Contact: Office of the General Counsel.

Organization Concerned: Satellite Business Systems; Western Union Telegraph Co.; Department of Energy; Calculon Corp.

Authority: Freedom of Information Act. 4 C.F.R. 21.2. 60 Comp. Gen. 468. B-202181 (1982).

Abstract: A firm protested a contract award for a telecommunications network by the Department of Energy (DOE). The protester alleged that: (1) the awardee was nonresponsive in its failure to meet some of the mandatory requirements of the proposal; (2)

DOE improperly waived these requirements; (3) one of the awardee's subcontractors was not responsible; and (4) DOE had incorrectly evaluated its life cycle costs for the network. DOE and the awardee urged dismissal of the protest as untimely and further alleged that the protest was based on a report "leaked" to the protester by a DOE consultant. GAO chose to give the protester the benefit of the doubt as to the timeliness of the protest. However, GAO was advised that the DOE Office of Inspector General was investigating the procurement for possible criminal violations. Consequently, GAO closed the file until that investigation and any subsequent criminal proceedings are completed.

122376

Computer Matches Identify Potential Unemployment Benefit Overpayments. GGD-83-99; B-207093. August 24, 1983. Released September 19, 1983. 3 pp. plus 1 appendix (7 pp.).

Report to Sen. David H. Pryor; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Personnel Management and Compensation: Comparability of Federal Compensation to the Non-Federal Sector (Civilian Compensation) (0326).

Contact: General Government Division.

Budget Function: General Government: Central Personnel Management (805.0).

Organization Concerned: Office of Personnel Management; Department of Defense; Office of Management and Budget; Department of Labor.

Congressional Relevance: Sen. David H. Pryor.

Abstract: GAO was asked to determine whether retired Federal civilian and military personnel pensions are being deducted from State unemployment benefits as required by Federal and State law. **Findings/Conclusions:** Through computer matches, GAO identified 604 persons in the District of Columbia, Virginia, and Maryland who may have improperly received unemployment payments. Maryland officials advised GAO that none of the persons matched and referred to them improperly received unemployment payments. However, District and Virginia officials have tentatively confirmed that 271 of the 492 persons GAO referred to them improperly received unemployment payments. GAO has been advised that the Department of Labor plans to notify States that appropriate computer data will be available to them to perform computer matches. GAO believes that computer matches are useful and cost-effective ways to identify overpayments.

122392

[Protest of USDA Issuance of Delivery Order]. B-210154. September 23, 1983. 6 pp.

Decision re: CMI Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: CMI Corp.; Department of Agriculture; International Business Machines Corp.

Authority: F.P.R. 1-1.301-1. F.P.R. 1-4.1104-1. F.P.R. 1-4.1109-6(a)(2). F.P.R. 1-4.1109-6(b)(3). F.P.R. 1-4.1109-6(g). D.A.R. 4-1104.4(b). B-208836 (1983). B-205360 (1982). B-195966.2 (1980). 40 U.S.C. 759.

Abstract: A firm protested the Department of Agriculture's issuance of a delivery order under a nonmandatory automatic data processing (ADP) schedule contract. An agency is allowed to order against an ADP schedule contract only after publishing a notice of intent at least 15 days before placing the order and comparing all written responses to the schedule contract for lowest overall cost. The protester contended that the agency should have disclosed its evaluation criteria and that it

improperly added too large an offset factor for delay of acquisition due to formal procurement. GAO found no regulatory provision for notices of this type to disclose evaluation factors. GAO did object to the agency's estimate of potential savings that failed to include purchase price and operating costs and the use of 6 months as an estimate of the time required to conduct a competitive procurement. GAO found that the agency's evaluation of the protester's response was unreasonable and unduly restrictive of competition. However, because of the time elapsed, no corrective action was recommended. Accordingly, the protest was sustained in part and denied in part.

122393

[Protest of Air Force Contract Award]. B-211119.3. September 22, 1983. 8 pp.

Decision re: A. B. Dick Co.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: A. B. Dick Co.; Compucorp; Department of the Air Force.

Authority: 4 C.F.R. 21.2(b)(2). 4 C.F.R. 21.10. B-211119.2 (1983). B-204672 (1982). B-192139.7 (1979). B-202811 (1982). B-208824 (1983). B-206881 (1982).

Abstract: A firm protested a contract award made for word processing units under an Air Force request for proposals that: (1) solicited offers under four alternate methods of acquisition subject to available funds; (2) permitted offers under any of the acquisition plans; (3) stated that first year funding was available on a lease-only basis; (4) advised of the possibility of lease-only funds for future acquisitions; and (5) contained mandatory and optional technical specifications. The protester contended that the awardee's best and final offer did not meet mandatory specifications and that the Air Force improperly allowed the awardee to make adjustments to its proposal. The protester further alleged that it was unreasonable for the Air Force to award a contract on a lease with option to purchase basis, because it was unlikely that funding would become available to exercise the purchase option. GAO concluded that the Air Force properly resolved the issue of the awardee's compliance to mandatory specifications by allowing an onsite demonstration of its units and found that the lease with purchase option award was in the Government's best interest. Further, GAO determined that the adjustments that the awardee made to its software did not affect the technical acceptability of its proposal. Accordingly, the protest was denied.

122432

[Request for Review of Delaware Contract Award]. B-207670. September 23, 1983. 8 pp.

Decision re: Science Management Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Science Management Corp.; McDonnell Douglas Corp.; McAuto Systems Group, Inc.; Delaware; Department of Agriculture.

Authority: 60 Comp. Gen. 414. B-189573 (1979). B-200268 (1981). B-203642 (1982). B-203766 (1982). B-210668 (1983). 42 U.S.C. 1786.

Abstract: A firm asked GAO to review a State of Delaware contract award made under a Department of Agriculture program grant to operate the State's automated management information system. According to Delaware records, award was made to the incumbent contractor because: (1) the protester failed to offer required software documentation; (2) award to the incumbent contractor would avoid the turmoil accompanying a contractor change; and (3) award to the incumbent would result in cost

savings if the number of recipients were reduced because of Federal budget cuts. GAO dismissed the protester's contention that its proposal should not have been penalized for failing to offer a documentation manual of the current system, since it did not have an opportunity to review the existing system's documentation. This protest was untimely raised since it was not received before the deadline for receipt of proposals. The protester also contended that the turmoil caused by contractor changeover should not have been considered because it was not set forth in the solicitation as an evaluation factor. GAO found no basis to the complaint because it found that the State amply demonstrated that this concern was justified and legitimately related to the overall acceptability of a firm's offer, rather than to an improper preference for the incumbent contractor. The protester also contended that the State improperly evaluated prices when it considered a possible reduction in beneficiaries and it should have amended the solicitation to notify all offerers that this was a basis for consideration to give them the opportunity to compete on a uniform basis. GAO found that the State should have communicated to the offerers its desire to evaluate prices on that basis if it wished to consider that possibility in the selection. Because its proposal was so much less desirable overall than the awardee's, GAO found that the protester suffered no prejudice and that the State's selection determination was supported by the record. GAO denied a protest that the evaluation was unrealistic because the protester failed to show that the determination was arbitrary or violated procurement regulations. Accordingly, the complaint was dismissed in part and denied in part.

122435

[Protest of NIH Contract Award]. B-208214. September 23, 1983. 11 pp.

Decision re: National Biomedical Research Foundation; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: National Biomedical Research Foundation; Bolt, Beranek and Newman; National Institutes of Health.

Authority: B-206138 (1983). B-204969 (1982). B-192807 (1979). B-196279 (1980). B-197866 (1980).

Abstract: A firm protested the award of a contract to another firm under a request for proposals (RFP) issued by the National Institutes of Health (NIH). The RFP called for the development, maintenance, and distribution of a nucleic acid sequence data bank under a cost-plus-fixed-fee contract. The protester contended that: (1) the NIH staff improperly downgraded its final proposal based on considerations not encompassed by the evaluation criteria set forth in the solicitation; (2) the evaluators' written comments regarding its final proposal reflected their consideration of the factors not included in the evaluation criteria; (3) the awardee listed two co-principal investigators when the RFP required that a single principal investigator head the project; (4) the awardee's data collection capability was not properly evaluated since a subcontractor was to perform this function and no subcontract had been entered into at the time of the evaluation; (5) the awardee's use of an NIH computer system constituted an unfair competitive advantage; and (6) NIH failed to evaluate the cost of the awardee's proposed use of a particular computer network. GAO found that: (1) an agency may apply factors in its evaluation not specifically identified as evaluation criteria so long as they are reasonable; (2) the evaluators' comments were intended to call the contracting officer's attention to the need for precise contracting language, not for downgrading the protester's proposal; (3) one of the awardee's two co-principal investigators was designated the principal investigator and the other project manager; (4) the awardee submitted a proposal prepared by its tentative subcontractor; (5) the awardee's use of an NIH computer system was not an unfair advantage; and

(6) NIH did not fail to evaluate the cost of the awardee's proposed use of the computer network. Accordingly, the protest was denied.

122443

[The Effects of Changes in the Telecommunications Industry on FCC Operations]. September 27, 1983. 12 pp. plus 1 appendix (2 pp.).

Testimony before the House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Contact: Resources, Community, and Economic Development Division.

Organization Concerned: Federal Communications Commission.

Congressional Relevance: House Committee on Government Operations: Government Information, Justice, and Agriculture Subcommittee.

Authority: P.L. 97-35.

Abstract: In response to a congressional request, GAO discussed the effects of changes in the telecommunications industry on the operations, workload, and structure of the Federal Communications Commission (FCC). GAO focused its attention on issues raised by the recent FCC access charge decision, which changed the way in which the costs of providing long distance telephone service are recovered from users, and on the Computer II decision, which allowed common carriers to offer customer premises equipment and enhanced communications services on an unregulated basis. In general, GAO found that FCC has been conscientious in its efforts to carry out its regulatory responsibilities in the current dynamic telecommunications environment. In recent years, it has made a number of decisions to increase competition in the industry and eliminate unnecessary regulation. Further, it has made a variety of changes in its organizational structure aimed at improving operational efficiency. However, a number of important issues, including certain issues resulting from its Computer II decision, are still unresolved; and other important regulatory responsibilities, such as the development of a long-term methodology for allocating costs among telephone services, need attention. Further, in some instances, FCC has not carried out the analysis needed to fully determine the effects of its actions. This has increased the risk that FCC decisions will not achieve their objectives and may produce undesirable side effects.

122444

[International Reaction to the Proposed Commercialization of Landsat]. September 28, 1983. 9 pp.

Testimony before the House Committee on Government Operations: Legislation and National Security Subcommittee; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Contact: Resources, Community, and Economic Development Division.

Organization Concerned: National Oceanic and Atmospheric Administration; Department of the Interior.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee.

Abstract: In testimony before a congressional subcommittee, GAO related information concerning foreign countries' opinions of the proposed sale of the National Oceanic and Atmospheric Administration's remote sensing satellite (Landsat) systems. GAO also discussed how those countries use Landsat information. Foreign countries account for about 45 percent of the Department of the Interior's sales of Landsat tapes and photographic images, and they also sell Landsat data received by their

ground stations to other countries. The countries use Landsat data primarily for research and development and many have made significant commitments of their government resources to acquire reception equipment. GAO commented that Landsat uses are particularly important for developing countries where less is known about topography and natural resources. Although foreign countries find Landsat useful, they believe that the development of a commercial market is several years away. While other countries were not opposed to commercialization of Landsat, they expressed concerns about: (1) data sales policies contrary to their economic and national security interests; (2) termination of direct satellite transmission which would require expensive ground station alterations; and (3) increased prices which would force reductions in data purchases.

122445

Proposed National Technical Information Service Revolving Fund. RCED-83-218; B-212184. August 25, 1983. Released September 26, 1982. 6 pp. plus 3 appendices (13 pp.).

Report to Rep. John D. Dingell, Chairman, House Committee on Energy and Commerce; by Charles A. Bowsher, Comptroller General.

Issue Area: Accounting and Financial Reporting: Systems To Assure That Agencies Do Not Overobligate and/or Overexpend Their Appropriations (2804).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Commerce and Housing Credit: Other Advancement of Commerce (376.0).

Organization Concerned: Department of Commerce: National Technical Information Service.

Congressional Relevance: House Committee on the Budget; House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Science and Technology; House Committee on Energy and Commerce; Senate Committee on Budget; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee; Senate Committee on Commerce, Science and Transportation; Rep. John D. Dingell.

Authority: H.R. 2514 (98th Cong.). S. 808 (98th Cong.). 15 U.S.C. 1151 et seq.

Abstract: In response to a congressional request, GAO examined selected activities and functions of the Department of Commerce's National Technical Information Service (NTIS) clearinghouse, focusing on the need to establish a new revolving fund as proposed by companion bills H.R. 2514 and S. 808. The current NTIS special fund facilitates payments to cover most operating costs associated with its information clearinghouse functions and acquiring inventory and equipment. **Findings/Conclusions:** The proposed legislation would establish a revolving fund to permit NTIS to recover all clearinghouse costs, retain net earnings, and purchase equipment and inventory from the fund. GAO believes that, although the revolving fund would not substantially change clearinghouse operations and procedures, it could be an appropriate funding mechanism to finance clearinghouse operations. However, stricter controls would be needed on the fund because the proposed legislation does not provide for congressional oversight. **Recommendation To Congress:** H.R. 2514 and S. 808 should be amended to increase congressional oversight over clearinghouse operations.

122468

Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information. GGD-83-31; B-202289. August 25, 1983. Released September 29, 1983. 55 pp. plus 14 appendices (58 pp.).

Report to Rep. Doug Barnard, Chairman, House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Federal Oversight of Financial Institutions: Effectiveness and Efficiency of Efforts To Serve the Interests of Financial Institution Customers (3915); Federal Oversight of Financial Institutions: Effectiveness of Efforts To Identify Weaknesses in Financial Institutions (3906).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Federal Reserve System; Federal Deposit Insurance Corp.; National Credit Union Administration; Department of the Treasury: Office of the Comptroller of the Currency; Federal Home Loan Bank Board; Department of Housing and Urban Development.

Congressional Relevance: House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; Rep. Doug Barnard.

Authority: Federal Trade Commission Improvement Act (Magnuson-Moss Warranty) (15 U.S.C. 57a). Federal Trade Commission Act. Fair Housing Act. Equal Credit Opportunity Act. Consumer Credit Protection Act. Fed. Reserve Reg. AA.

Abstract: The Federal Deposit Insurance Corporation (FDIC), the Federal Home Loan Bank System (FHLBS), the Federal Reserve System (FRS), the National Credit Union Administration (NCUA), and the Office of the Comptroller of the Currency accept, investigate, and resolve consumers' complaints against the banks and saving institutions they regulate. In response to a congressional request, GAO reviewed these agencies' handling of consumer complaints against banks and other regulated financial institutions, including how complaint information is used for supervisory and policymaking purposes. **Findings/Conclusions:** GAO found that agency complaint systems often help consumers solve significant problems about financial matters. Most favorable resolutions involved situations in which financial institutions had made errors or had violated laws or regulations. However, GAO analyzed 119 serious complaints that uncovered violations of laws or regulations and found that information from these complaints was often not used during subsequent compliance examinations. A review of these examinations showed that only one-third of the time was an examiner even aware that any of the 119 complaints had been filed against an institution since the last examination. In its investigation of how well agencies handled consumers' complaints about credit discrimination, GAO discovered that Federal agencies did give some discrimination complaints the special handling suggested by agency procedures. However, this investigation did not allow GAO to conclude that special handling should have been used more often because the agencies did not require complaint handlers to document reasons for the type of discrimination investigations they performed. GAO also studied complaints that dealt with the treatment of inactive and dormant accounts to determine how these complaints were used by agencies in setting policy for banking and savings industries. GAO found that the information contained in complaint files was not organized in a way that would be most useful to policy makers concerned with unfair or deceptive practices. **Recommendation To Agencies:** The Chairmen of FDIC and FRS and the Comptroller of the Currency should devise and implement consistent industrywide complaint classification and reporting procedures to make consumer complaint information more accessible and usable for policy analyses. The Chairmen of FHLBS and NCUA should consider adopting similar classification codes to facilitate broader comparisons through the entire regulated financial industry and add an additional code to their complaint data systems to assist in identifying and evaluating potentially unfair or deceptive practices that require further study. The Chairmen of FDIC,

FHLBS, FRS, and NCUA and the Comptroller of the Currency should require local complaint handlers to document reasons for selecting the types of discrimination investigations they perform and require that unverified information supplied by institutions during investigations be verified during subsequent compliance examinations. The Chairman of FHLBS should require agency staff to identify and refer fair housing complaints to the Department of Housing and Urban Development, as specified in their 1980 memorandum of understanding. The Chairmen of FDIC, FHLBS, FRS, and NCUA and the Comptroller of the Currency should revise their complaint handling and examination procedures to include specific requirements for coordinating complaints, examinations, and supervisory efforts. In particular, they should require followup during subsequent examinations to ensure that measures were taken to correct identified violations and to ensure that violations are not affecting similarly situated customers and require at least minimal documentation of all work performed. The Chairman of FHLBS should take steps to ensure that the followup code currently in the FHLBS data system is consistently applied. The Chairmen of FDIC, FRS, and NCUA and the Comptroller of the Currency should alter their computerized complaint data systems to identify which complaints require followup or which provide information that may be useful in the examination or supervision process.

122474

Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS. GGD-83-58; B-211258. September 26, 1983. 49 pp. plus 8 appendices (53 pp.). Report to Rep. Doug Barnard, Chairman, House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; by Charles A. Bowsher, Comptroller General.

Issue Area: Tax Administration: Adequate Tax Treatment of Tax Exempt Organizations and IRS Administration of Related Tax Laws (2712).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Internal Revenue Service; Department of the Treasury.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Ways and Means; House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Finance; Rep. Doug Barnard.

Authority: Tax Reform Act of 1969. Internal Revenue Code (IRC) ch. 42. Internal Revenue Code (IRC) §6056(b)(5). Internal Revenue Code (IRC) §4941. Internal Revenue Code (IRC) §4945. Internal Revenue Code (IRC) §6033. Internal Revenue Code (IRC) §6104(b). P.L. 96-603. IRS Reg. 1.6033-2(a)(2)(ii)(g). IRS Reg. 301.6104-2.

Abstract: In response to a congressional request, GAO reviewed the Internal Revenue Service's (IRS) efforts to ensure that private foundations comply with the tax administration and public information reporting requirements of the Internal Revenue Code. **Findings/Conclusions:** Private foundations are required by the Internal Revenue Code to make extensive public disclosures on returns filed with IRS. This information is useful to grant seekers, to Congress and the public for monitoring foundation activity, and to IRS for administering the revenue laws. GAO found that information necessary for administration of the tax exemption law was well reported by the foundations; however, they did not completely respond to public information reporting items on their returns. GAO estimated that about two-thirds of

the routine examinations completed by the district offices that it surveyed involved incomplete returns with respect to public information reporting requirements. GAO believes that, if IRS placed more emphasis on public information reporting during existing correspondence and routine foundation examination programs, improved voluntary compliance would result. **Recommendation To Agencies:** To improve private foundation compliance with the Internal Revenue Code's public information reporting requirements, the Commissioner of Internal Revenue should adopt a systematic enforcement approach which combines an appropriate mix of increased service center correspondence with selective district office correspondence and examinations to secure better foundation compliance. The Commissioner of Internal Revenue should adopt changes to the Internal Revenue Manual illustrating: (1) the public information reporting requirements as an examination objective; and (2) the responsibility of examiners to secure compliance with those requirements. The Commissioner of Internal Revenue should develop the management information needed for monitoring the effectiveness of the overall compliance approach adopted and for determining periodically whether any changes to that approach are necessary. In accomplishing this objective, the Commissioner should consider: (1) incorporating additional reporting items in the management information system to monitor the amount and types of noncompliance, such as incomplete public information reporting found by examining agents; (2) including incomplete public information reporting as a noncompliance item in future Taxpayer Compliance Measurement Programs; and (3) using service center correspondence statistics. The Commissioner of Internal Revenue should establish procedures for assessing the incomplete reporting penalty in those instances when IRS, through its overall approach, is unable to secure a foundation's voluntary compliance with tax administration or public information reporting requirements and for revoking a foundation's tax-exempt status when necessary.

122476

Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report. GGD-83-84; B-206332. September 28, 1983. 45 pp. plus 7 appendices (39 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

Refer to Testimony, October 19, 1983, Accession Number 122611.

Issue Area: Information Management: Better Use of Information Technology To Achieve Agency Goals (4222).

Contact: General Government Division.

Budget Function: General Government: Other General Government (806.0); Procurement - Other Than Defense (990.4).

Organization Concerned: United States Postal Service.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Post Office and Civil Service: Postal Operations and Services Subcommittee; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Governmental Affairs: Civil Service, Post Office and General Services Subcommittee; Congress.

Abstract: GAO reported on the current status of Postal Service plans to implement automated mail processing and the nine-digit ZIP code. **Findings/Conclusions:** GAO found that the Postal Service will be in a position to implement the automated mail processing system as scheduled. Although there are several recommended program improvements and some uncertainties about equipment performance, GAO believes that none of these concerns warrants a delay in implementation. One concern is that the performance of the optical character reading equipment is uncertain. Results of recently completed tests of this equipment

were not reviewed by GAO, but the Postal Service claimed that these tests indicated that the equipment will perform up to expectations. Performance of the bar code sorting equipment was also uncertain, but GAO found no catastrophic or uncorrectable problems with the design or performance of the sorters. GAO found that improvements are needed in Postal Service programs to improve the optical character readability of mail and administer the postage rate incentive proposed for large-volume mailings of ZIP-plus-4 mail. GAO also believes that the Postal Service estimate of potential usage of ZIP-plus-4 is questionable because of deficiencies in study methodology for a market study commissioned by the Postal Service. GAO further found that the National ZIP-plus-4 Directory is substantially complete and reasonably correct, although some improvements are attainable. **Recommendation To Agencies:** The Postal Service should conduct, as planned, an extended test on one or two of the bar code sorters (BCS's) already accepted in Phase I to (1) identify BCS performance capabilities, (2) identify potential design defects, and (3) obtain reliability data. If design flaws are detected, the Postal Service should fully enforce existing contractual remedies. The Postal Service should ensure that Phase II equipment test results accurately reflect anticipated operating results by (1) staffing Phase II optical character reader/channel sorter (OCR/CS) and BCS release-loan and acceptance tests at levels consistent with normal operating conditions, and (2) using Postal Service, not contractor, personnel to operate BCS's during testing. The Postmaster General should issue written guidance clarifying organizational responsibilities for these programs and establishing management responsibilities for program oversight, including oversight of budget support and training. The Postmaster General should provide technical support to large-volume mailers by establishing an orientation program to analyze mail from large-volume mailers and to demonstrate to these mailers the capabilities and limitations of the OCR. The Postmaster General should provide technical support to large-volume mailers by providing training for Customer Service Representatives (CSR's) and associate office postmasters to enable them to effectively communicate OCR readability problems to mailers. The Postmaster General should provide technical support to large-volume mailers by making technical support available to CSR's and associate office postmasters. The Postmaster General should develop policies and procedures for determining whether mail is eligible for the ZIP-plus-4 discount. The Postmaster General should develop policies and procedures for training and equipping acceptance unit staffs to check for compliance with OCR readability criteria. The Postmaster General should develop policies and procedures for using actual OCR readings to monitor implementation of the ZIP-plus-4 rate incentive program.

122484

How the Content of the Agricultural and Economic Censuses Is Determined and Used. IMTEC-83-4; B-207508. September 2, 1983. Released October 3, 1983. 5 pp. plus 2 appendices (20 pp.).

Report to Rep. Katie Hall, Chairman, House Committee on Post Office and Civil Service: Census and Population Subcommittee; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Issue Area: Information Management: Effectiveness and Efficiency of Efforts To Obtain Population Data (4210).

Contact: Information Management and Technology Division.

Budget Function: General Government: Other General Government (806.0).

Organization Concerned: Department of Commerce: Bureau of the Census; Department of Agriculture; Department of Commerce.

Congressional Relevance: House Committee on Post Office and

Civil Service: Census and Population Subcommittee; Rep. Katie Hall.

Authority: Paperwork Reduction Act of 1980 (P.L. 96-511). 13 U.S.C. 131. 13 U.S.C. 142.

Abstract: In response to a congressional request, GAO reviewed the 1982 agricultural and economic censuses, focusing on how the Bureau of the Census determines their content and how the data are actually used. The law specifies that every 5 years certain activities, such as agriculture and manufacturing, be covered by these censuses. **Findings/Conclusions:** GAO found that, due to the large volume of data and the variety of data users involved, the Bureau did not attempt to formally verify the need for data. However, it did attempt to design the census questionnaires to enable it to collect accurate and useful data by: (1) reviewing the results of prior censuses to determine questions that elicited incomplete or insignificant responses; (2) soliciting comments from a broad range of data users; and (3) submitting questionnaires for external reviews. These various procedures resulted in few major changes to the questionnaires. GAO found that, for the many Federal and non-Federal organizations that use the data, the economic censuses provide: an integrated data base for computing and adjusting major Government economic indicators; input for designing economic and statistical surveys; and a basis for developing marketing strategies in the private sector. The agricultural census is used by Federal and State agencies and the private sector to analyze long-term trends and local area data and contains the only published, consistent county level data. The Department of Agriculture's Statistical Reporting Service, the provider of the most current agricultural information, bases many of its economic indicators and publications on the agricultural census data.

122524

Improvements Needed in Clinical Testing of Anticancer Drugs. HRD-83-52; B-212322. September 26, 1983. Released October 4, 1983. 48 pp. plus 2 appendices (11 pp.).

Report to Sen. Paula Hawkins; by Charles A. Bowsher, Comptroller General.

Refer to Testimony, June 30, 1983, Accession Number 121728.

Issue Area: Consumer and Worker Protection: Evaluation of Drug Safety and Efficacy Prior to Marketing (0907); Health Programs: Non-Line-of-Effort Assignments (1251).

Contact: Human Resources Division.

Budget Function: Health: Health Research (552.0).

Organization Concerned: Food and Drug Administration; National Institutes of Health: National Cancer Institute; Department of Health and Human Services.

Congressional Relevance: Sen. Paula Hawkins.

Authority: Food, Drug and Cosmetic Act (21 U.S.C. 301 et seq.). 21 C.F.R. 50. 21 C.F.R. 50.25. 21 C.F.R. 50.27. 21 C.F.R. 56.111(a)(2). 21 C.F.R. 312.1(a). 42 Fed. Reg. 49612.

Abstract: In response to a congressional request, GAO reviewed the clinical testing of anticancer drugs and the regulation of that testing by the Food and Drug Administration (FDA) to determine: (1) how well, during its review of new anticancer drug applications, FDA discharges its responsibility to protect human test subjects; (2) the manner in which drug sponsors and institutional review boards carry out their responsibilities; and (3) whether there is therapeutic intent during testing of anticancer drugs. **Findings/Conclusions:** GAO found that FDA and the National Cancer Institute (NCI) have made some improvements to better ensure that patients involved in clinical testing of anticancer drugs are protected. These improvements include: (1) more monitoring of investigators who perform the clinical studies for the sponsors; (2) improved reporting of adverse drug reactions (ADR); and (3) increased controls over investigational new drug (IND) supplies. However, GAO believes that additional

actions are needed. Delays by FDA reviewers in completing written reports on deficiencies resulted in FDA sending deficiency letters to sponsors 2 to 5 months after an application was received. GAO found instances where FDA was notified that its recommendations were not implemented because of a lack of a reporting system. Also, sponsors do not always submit amendments to FDA for review and, when they are submitted, FDA frequently does not review them or does not review them in a timely manner. GAO found 12 protocols involving five drugs that had not been submitted to FDA for review. FDA regulations are not specific regarding: (1) the definition of ADR; and (2) the timeframes during which these reactions should be reported to FDA. In addition, it is difficult to determine in many instances whether a change in a patient's condition was caused by the IND or by some other factor. Finally, GAO found that NCI does not require monitoring visits, but plans to expand the number of investigators visited. **Recommendation To Agencies:** The Secretary of Health and Human Services should require the Commissioner of FDA to give sponsors and clinical investigators more precise guidance as to what types of reactions they should report as ADR and when they should report possible ADR in cases in which the reaction's relationship to the drug is uncertain. This should include specific timeframes for reporting ADR to FDA. The Secretary of Health and Human Services should require the Commissioner of FDA to urge sponsors, if they have not already done so, to establish definite timeframes for clinical investigator reporting of ADR which will allow the sponsors time to meet FDA reporting requirements. The Secretary of Health and Human Services should instruct sponsors to label or otherwise highlight ADR forms or mailing envelopes to ensure that ADR's will be recognized and dealt with immediately upon their arrival at FDA. The Secretary of Health and Human Services should require the Director of NCI to revise the need for and usefulness of its drug study data base. If needed, NCI should require clinical investigators to submit data in a more timely and complete manner. If not needed, NCI should terminate the effort. The Secretary of Health and Human Services should require the Director of NCI to ensure that NCI site visit monitoring includes all NCI investigators; devise a procedure to verify investigators' drug disbursements to their satellite locations or require that drug shipments be made directly to these locations by NCI; and if possible within allocated resources, increase the frequency of site visits to monitor investigators' performances. The Secretary of Health and Human Services should require the Commissioner of FDA to: (1) issue final sponsor-monitoring regulations; and (2) establish specific requirements for information to be included in progress reports submitted by sponsors of drug studies. The Secretary of Health and Human Services should direct the Commissioner of FDA to require that IND reviewers document for the record, within 30 days of the date an IND is submitted to FDA for initial review, that they have satisfied themselves as to the safety of patients participating in tests of new anticancer drugs. The Secretary of Health and Human Services should direct the Commissioner of FDA to require that IND reviewers whenever practical discuss all IND deficiencies with sponsors before clinical testing begins, or promptly after a deficiency is noted if testing has already begun, and then communicate all such deficiencies in writing to the sponsor in a timely manner. To deal with situations where this procedure is not practicable, guidance should be developed to assist FDA reviewers in determining which deficiencies are sufficiently significant to be communicated promptly to test sponsors. The Secretary of Health and Human Services should direct the Commissioner of FDA to establish a formal followup system so that FDA can know whether IND sponsors respond to its recommendations to improve patient safety. The Secretary of Health and Human Services should direct the Commissioner of FDA to revise its regulations to require sponsors to approve and submit for FDA review, before clinical testing begins, all clinical protocols. The Secretary of Health and

Human Services should direct the Commissioner of FDA to develop a system for identifying major IND amendments and promptly distributing them to reviewers. The Secretary of Health and Human Services should require the Director of NCI to advise FDA in a timely manner of actions taken or to be taken on concerns raised by FDA during its review of NCI IND applications.

122545

[Review of the Government Printing Office's Cost Estimate for the Cooperative Map Program]. AFMD-83-89; B-208490. September 30, 1983. 5 pp. plus 2 enclosures (4 pp.).

Report to Rep. Augustus F. Hawkins, Chairman, Joint Committee on Printing; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Non-Line-of-Effort Assignments (2851).

Contact: Accounting and Financial Management Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Government Printing Office.

Congressional Relevance: Joint Committee on Printing; Rep. Augustus F. Hawkins; Sen. Charles McC. Mathias.

Abstract: In response to a congressional request, GAO attempted to determine the accuracy of the Government Printing Office (GPO) estimate of the cost of a proposed cooperative map program that would distribute certain maps to depositories for Government publications. In addition, GAO attempted to determine whether GPO has the funds and personnel resources necessary to implement the proposed program. **Findings/Conclusions:** GAO found that GPO did not develop a supported and complete estimate of costs for its participation in the proposed map program. Its estimate was developed as a rough approximation of costs for use in initial planning of the program and did not provide adequate supporting documentation. GPO was unable to identify all of the costs of administration, space, and equipment to be incurred in program implementation. GPO reported that it plans to revise the estimate when more reliable data on depository library map selections are available. GAO found that a GPO personnel cost estimate appeared to be low because it was based on the lowest salary for each grade level proposed for additional personnel. However, cooperative arrangements with other agencies could reduce the estimated personnel costs. GAO also found that GPO was unable to support its estimated map storage or distribution costs. Without a reliable estimate, GAO could not determine whether GPO has the funds and personnel to implement the program. Although GPO believes that it has the resources necessary to administer the program in fiscal years 1983 and 1984, unforeseen costs could require the agency to request additional funds from Congress. GAO found that questions concerning cataloging procedures, distribution, funding, automatic data processing capability, depositories, facilities, and program management should be considered in subsequent planning of the program.

122552

[Budget Reform and the Federal Financial Management System]. October 5, 1983. 19 pp.

Speech before the National Tax Association; by Harry S. Havens, Assistant Comptroller General, GAO Office of the Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: National Tax Association.

Abstract: In a speech before a national tax association, the Assistant Comptroller General stated that the Federal financial

management system is in need of a major overhaul because: (1) decisionmaking processes are cumbersome, repetitive, and time-consuming; (2) spending controls are so detailed that program managers find it difficult to be innovative or efficient, but the controls are ineffective in preventing abuse; and (3) budget, accounting, and management information systems are often obsolete and incompatible. GAO has found that it is often difficult or impossible to accumulate accounting data on a program basis, there is a lack of program output data, and there is a lack of both reliable project reporting systems and a comprehensive budget. A complete picture of the financial condition, a systematic approach to capital investment, and modern systems designs and supporting equipment were also found lacking. An effective planning and programming process is needed which: (1) sets realistic goals and develops strategies to implement them; (2) relates the costs of programs to the outputs; (3) provides a multi-year view for programs; (4) aggregates program costs by major activity area and agency, as well as Government-wide; (5) applies modern analytic techniques; and (6) provides reliable feedback mechanisms. It was stated that efforts to reform the budget process should encompass both the executive and congressional components and should emphasize facilitating consensus while eliminating useless repetition and triviality from the process and improving the quality of information available. Cost data and output data should flow together in a disciplined fashion supplying routine reports to managers and policy officials on unit costs. The needs of small agencies might be met much more efficiently by purchasing services from a few large finance centers located in the largest agencies. In addition, it is important to attract and train able and dedicated people to operate the financial management information system. Once the financial management structure has been overhauled, it would be useful to produce more meaningful summary reports about the overall financial condition of the Federal Government.

122555

Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions. NSIAD-83-66; B-212009. September 30, 1983. 3 pp. plus 6 appendices (39 pp.). Report to Kenneth L. Adelman, Director, United States Arms Control and Disarmament Agency; by Frank C. Conahan, Director, GAO National Security and International Affairs Division. Refer to NSIAD-83-68, September 30, 1983, Accession Number 122551.

Issue Area: International Affairs: Enhancement of U.S. International Security Through Nuclear Nonproliferation Efforts and Other Arms Control Measures (0638).

Contact: National Security and International Affairs Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: United States Arms Control and Disarmament Agency.

Congressional Relevance: House Committee on Appropriations: Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee; House Committee on Foreign Affairs: International Security and Scientific Affairs Subcommittee; Senate Committee on Appropriations: Commerce, Justice, State and Judiciary Subcommittee.

Authority: OMB Circular A-121. OMB Circular A-71.

Abstract: In response to a congressional request, GAO examined the management of computer-based support functions at the Arms Control and Disarmament Agency (ACDA). **Findings/Conclusions:** GAO found that, at the end of fiscal year (FY) 1982, ACDA abolished its Office of Operations Analysis (OA), transferred its analysts to other parts of ACDA and gave them new titles, canceled its contract for a DEC-20 computer, and kept its small Wang computer and purchased timesharing services

from other agencies. ACDA stated that OA was abolished, in part, to help cope with a FY 1983 budget reduction and claimed that over \$1.3 million was saved in FY 1983 by relocating the facility. However, GAO estimated that only about \$683,000 in savings can properly be attributed to ACDA actions regarding OA and computer support. GAO found that, currently, ACDA does not adequately plan for or evaluate the use of automatic data processing (ADP) systems. Moreover, ACDA is not complying with Office of Management and Budget (OMB) guidance on computer security, although GAO is unaware of any loss of data. Within ACDA there is disagreement concerning the adequacy of operations analysis capabilities to meet future needs. Further, ACDA has limited access to Department of Defense operations analysis resources. **Recommendation To Agencies:** The Director, ACDA, should develop a comprehensive ADP planning process, which requires top management involvement, well supported justification of stated needs, and periodic feedback from users. The Director, ACDA, should implement an ADP cost accounting system which complies with OMB Circular A-121. The Director, ACDA, should establish a computer security program which complies with Transmittal Memorandum Number 1 to OMB Circular A-71. The Director, ACDA, should periodically assess ACDA operations analysis needs and capabilities, and determine what adjustments in allocated resources, organizational structures, and access to other agencies' resources are required to best meet identified needs.

122557

Assessment of Bilateral Telecommunications Agreements With Japan. NSIAD-84-2; B-206455. October 7, 1983. 4 pp. plus 3 appendices (20 pp.).

Report to William E. Brock, U.S. Trade Representative, Office of the U.S. Trade Representative; Malcolm Baldrige, Secretary, Department of Commerce; by Bill W. Thurman, (for Frank C. Conahan, Director), GAO National Security and International Affairs Division.

Issue Area: International Affairs: Effectiveness of Government Efforts To Secure a Fairer and More Competitive International Trading System (0623).

Contact: National Security and International Affairs Division.

Budget Function: International Affairs: Conduct of Foreign Affairs (153.0).

Organization Concerned: Office of the U.S. Trade Representative; Department of Commerce; Japan; Nippon Telegraph and Telephone Public Corp.

Authority: Agreement on Nippon Telegraph and Telephone Public Corp. Procurement, January 1, 1981, United States-Japan. Understanding on Interconnect Market, January 1, 1981, United States-Japan.

Abstract: GAO reviewed the implementation of two bilateral telecommunications agreements between the United States and Japan. The U.S.-Japan Agreement on Nippon Telephone and Telegraph Public Corporation (NTT) Procurement covers procurement by NTT, a Japanese Government enterprise that is responsible for developing Japan's domestic telecommunications system, and commits NTT to treat bids from U.S. and Japanese firms equally. The Understanding on Interconnect Market formally gives U.S. firms access to the Japanese market for equipment to be connected into the NTT system. **Findings/Conclusions:** GAO found that sales generated by the NTT Agreement have not met U.S. Government expectations. Most American business officials interviewed said that these low sales do not necessarily mean that the agreement cannot succeed, pointing out that a firm entering a foreign telecommunications market generally needs at least 3 years before making major sales. The protracted procurement process used by NTT contributes to the delay. In addition, NTT officials noted that they have had difficulty implementing

the procurement procedures called for by the agreement. GAO also found that there is an unrealistic expectation on the part of American firms that the pressure associated with the agreement would facilitate sales. Most officials interviewed agreed that it would be premature to judge the agreement a failure. U.S. firms have tried to take advantage of the Interconnect Market Understanding, under which NTT reviews American-made interconnect equipment and approves acceptable equipment for purchase by NTT customers. As of April 1983, NTT had approved all requests to sell or install such equipment in Japan. American suppliers contacted by GAO believed that NTT is acting in good faith with respect to approval of American-made equipment.

122558

[Protest of Sole-Source Army Contract Award]. B-210100. October 12, 1983. 7 pp.

Decision re: Command, Control and Communications Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Command, Control and Communications Corp.; General Electric Co.; Management and Technical Services Co.; Department of the Army: Computer Systems Selection and Acquisition Agency.

Authority: 53 Comp. Gen. 670. 54 Comp. Gen. 1114. 61 Comp. Gen. 388. B-191132 (1978). B-198094.3 (1981). 10 U.S.C. 2304(g).

Abstract: A firm protested an Army sole-source contract award for computer systems and related support. The Army issued a sole-source request for proposal to an incumbent contractor for the multiyear production of the required systems and systems support for 8 years beyond the delivery date of the last system. The protester contended that the sole-source award of this contract was improper because: (1) the Army did not justify sufficient urgency for a sole-source award; (2) the contract was for the simple integration of commercially available equipment and did not require a complex data package; and (3) the Army had sufficient information to support a competitive procurement. The protester stated that it had no objection to Army procurement of a limited number of systems on a sole-source basis during the time required to develop a competitive procurement, but it objected to the Army's acquiring the total requirement on a sole-source basis. The Army contended that the sole-source award was justified to meet its initial operational capability date, and it also questioned the advisability of a competitive procurement which might result in two support contractors. The Army further contended that it did not possess a data package sufficient to support a competitive procurement. GAO stated that Department of Defense agencies must use maximum practicable competition in negotiated procurements, and it shared the protester's concern for the magnitude of this particular procurement. Further, GAO found nothing in the system support activities which was so complex as to preclude performance by another contractor. In addition, the Army provided no evidence that the specifications for the new contract could not be drafted to ensure compatibility and commonality. GAO found that the Army failed to justify the sole-source award beyond the minimum quantity needed to satisfy its immediate needs. To that extent, the protest was sustained and GAO recommended that the Army consider the preparation of a data package adequate to support a competitive procurement and the conduct of such a procurement.

122569

[Protest of Quotation Rejection by Navy]. B-211426. October 12, 1983. 3 pp.

Decision re: CMI Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: CMI Corp.; Department of the Navy: Naval Supply Systems Command: Naval Supply Center, Charleston, SC.

Authority: B-201601 (1983). B-202141 (1981). B-205489 (1982). B-210104 (1983).

Abstract: A firm protested the rejection of its quotation for a lease-to-ownership plan for rental and maintenance of computer equipment and software by the Navy. Contract award was made to the firm that submitted the only timely quotation; the protester's quotation was not considered because it was received late. The protester stated that its quotation was delivered prior to the deadline required and that its lateness was caused by Government mishandling. The protester also noted that the request for quotations did not contain a late proposal clause. GAO found that the contracting agency should have accepted the late quotations, because a request for quotations to be delivered by a certain day and time, without a late quotations provision, cannot be construed as establishing a firm closing deadline for receipt of proposals. Rather, the contracting agency merely indicated to offerers when the award was expected to be made. By not establishing a definitive timeframe, the contracting agency was not precluded from considering a quotation received prior to award, if no substantial activity had transpired in the evaluation of quotations or prejudice to other offerers had occurred. Since these conditions were not present, GAO found that the protester's quotation should not have been rejected. Accordingly, the protest was sustained. However, since the equipment was ordered, GAO found it impractical to recommend any corrective action.

122571

[Protest of USGS Issuance of Delivery Order]. B-210415. October 11, 1983. 4 pp.

Decision re: M/A-Com Alanthus Data, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: M/A-Com Alanthus Data, Inc.; Terminals Unlimited; Department of the Interior: Geological Survey.

Authority: F.P.R. 1-4.1109-6(b)(4). F.P.R. 1-4.1109-6(f)(1). F.P.R. 1-4.1109-6(h). B-193541 (1979).

Abstract: A firm protested the U.S. Geological Survey's (USGS) purchase of six automatic data processing controllers. The protester contended that the award was improper because it was not given an opportunity to demonstrate that its lower priced controller would perform as required. Prior to this procurement, USGS had purchased one of the protester's controllers; when it failed to operate for 6 months, USGS borrowed another controller which operated properly from the beginning while the protester's controller was being corrected. Consequently, when USGS needed more controllers, it decided to order the model which operated properly and published a synopsis of this intent in the Commerce Business Daily. In response to the advertisement, the protester offered to supply its controller and to demonstrate the model. However, certain features of the protester's model did not operate, a failure that could cause severe security problems, and USGS ordered the other controllers. The protester contended that its offer should not have been rejected without its being given the opportunity to properly demonstrate its product. The protester requested a reopening of competition and the opportunity to demonstrate its product before a qualified evaluation team. GAO will not object to the purchase of a higher priced product, unless the decision is shown to be unreasonable. Given its past experience, GAO found that USGS reasonably concluded that the protester's controller would not satisfy its minimum requirements. GAO did not believe that the agency was required to

seek a further demonstration of the protester's controller. Accordingly, the protest was denied.

122594

Controlling Exports of Dual-Use Nuclear-Related Equipment. NSIAD-83-28; B-204811. September 29, 1983. *Released* October 13, 1983. 27 pp. plus 5 appendices (12 pp.).

Report to Rep. Don L. Bonker, Chairman, House Committee on Foreign Affairs: International Economic Policy and Trade Subcommittee; Rep. Howard Wolpe, House Committee on Foreign Affairs: International Economic Policy and Trade Subcommittee; by Frank C. Conahan, Director, GAO National Security and International Affairs Division.

This is an unclassified version of a classified report.

Issue Area: International Affairs: Impact of Intended and Unintended Barriers on Exporting (0621); Energy: Nuclear Power Development Throughout the World Without Undue Risk of Proliferation (1621).

Contact: National Security and International Affairs Division.

Budget Function: International Affairs: Foreign Information and Exchange Activities (154.0).

Organization Concerned: Department of Commerce; Department of Energy; Department of State.

Congressional Relevance: *House Committee on Foreign Affairs: International Economic Policy and Trade Subcommittee; Rep. Don L. Bonker; Rep. Howard Wolpe.*

Authority: Export Administration Act of 1979 (P.L. 96-72). Nuclear Non-Proliferation Act of 1978 (P.L. 96-242).

Abstract: GAO examined export controls on items which, in addition to civil nuclear or non-nuclear uses, have potential applications to the design, testing, or use of nuclear weapons. GAO focused on: (1) the extent of exports, as well as the foreign availability of similar equipment; (2) the export licensing review process for dual-use items; and (3) requirements for end-use assurances for dual-use items and the ability of the United States to verify that such assurances are being maintained. **Findings/Conclusions:** Dual-use items constitute a growing challenge to the export control process. Computer-related items pose a particular problem in that many new types of equipment have been developed that could be modified for nuclear weapons related use. Export controls on dual-use items are an important element of U.S. nuclear nonproliferation strategy. One problem with the use of export controls is that many other nations export dual-use, nuclear-related items, some to countries that U.S. officials view as posing proliferation concerns. The effectiveness of U.S. export controls depends upon cooperation from nations that export such items. U.S. Government initiatives are underway to attempt to obtain such cooperation. When foreign availability of an item cannot be limited, the United States will consider issuing an export license if the importing country provides written assurance that the item will not be misused. Such end-use assurances serve to communicate U.S. nonproliferation concerns, reinforce the conditions of the sale, and provide a vehicle for future discussions with the importing country about continued end use of the items. GAO found that the Department of Commerce is meeting the statutory requirements for issuing validated export licenses in about 89 percent of the cases reviewed. In calendar year 1982, Commerce referred about 2,100 license applications to the Department of Energy because of proliferation concerns; Energy recommended that 96 of these applications be denied.

122606

EDP Auditing: An Annotated Bibliography. OLS-83-01. June 1983. 27 pp.

by Ulrike L. Richardson, GAO Office of Library Sciences.

Contact: Office of Library Services.

Abstract: This bibliography describes literature on the topics of automatic data processing (ADP) auditing, the role of the ADP auditor, auditing with small computers, online computer systems, and special audit techniques. All of the documents included in the bibliography are available in the GAO Technical Library, and an attempt was made to include the majority of ADP audit-related journal literature that has been published in periodicals to which the library subscribes as well as several well known monographs. GAO reports have not been included in the bibliography.

122611

[The Present State of the U.S. Postal Service]. October 19, 1983. 9 pp.

Testimony before the House Committee on Post Office and Civil Service: Postal Operations and Services Subcommittee; House Committee on Post Office and Civil Service: Postal Personnel and Modernization Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Refer to GGD-83-84, September 28, 1983, Accession Number 122476; GGD-83-36, April 6, 1983, Accession Number 121022; and GGD-82-58, May 21, 1982, Accession Number 118450.

Contact: General Government Division.

Organization Concerned: United States Postal Service.

Congressional Relevance: *House Committee on Post Office and Civil Service: Postal Personnel and Modernization Subcommittee; House Committee on Post Office and Civil Service: Postal Operations and Services Subcommittee.*

Abstract: GAO discussed issues pertinent to the operation and management of the U.S. Postal Service. GAO believes that, for the Postal Service to remain at the break-even point or better, a rate increase will be necessary in 1984, which will be consistent with the policy of maintaining a 2- or 3-year interval between rate increases. GAO discussed prior reports concerning employee absences, overtime compensation, and automated mail processing. GAO believes that labor costs will continue to be the most significant influence on the financial condition of the Postal Service. The Postal Service has taken steps to improve controls over employee absences, but it has not fully implemented GAO recommendations on overtime controls. Rather than including overtime as a budget control item, as recommended, the Postal Service will concentrate on giving managers better information to make effective overtime decisions. GAO believes that, if identified problems can be overcome, automated mail processing will save much work, but uncertainties about equipment performance need to be resolved. In addition, controls over the protection of revenue may be needed to ensure that the Postal Service does not lose significant revenue by erroneously granting rate reductions under its rate incentive program.

122613

[Telecommunications Security and Privacy]. October 17, 1983. 25 pp. plus 1 attachment (5 pp.).

Testimony before the House Committee on Science and Technology: Transportation, Aviation and Materials Subcommittee; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Contact: Information Management and Technology Division.

Organization Concerned: Office of Management and Budget; President's Council on Integrity and Efficiency.

Congressional Relevance: *House Committee on Science and Technology: Transportation, Aviation and Materials Subcommittee.*

Authority: Automatic Data Processing Equipment Act (P.L. 89-306). Property and Administrative Services Act. Communications Act of 1934. Omnibus Crime Control and Safe Streets

Act of 1968 (P.L. 90-351). Privacy Act of 1974 (P.L. 93-579). Paperwork Reduction Act of 1980 (P.L. 96-511). Federal Managers' Financial Integrity Act of 1982 (P.L. 97-255). Foreign Intelligence Surveillance Act of 1978 (50 U.S.C. 1801). H.R. 1092 (97th Cong.). S. 1733 (97th Cong.). OMB Circular A-71, Transmittal Memo No. 1. OMB Circular A-108. OMB Circular A-123. F.P.M. Letter 732-7.

Abstract: Testimony was given concerning computer and telecommunications security vulnerabilities in Federal departments and agencies. GAO stated that the potential for data loss is increasing because more information is maintained in automated systems. The importance of the necessity for all Government agencies to contribute to achieving security was emphasized. A comprehensive policy is needed; however, GAO has found that the line between internal-control policy and computer security policy is a difficult one to draw. Two challenges which face the agencies are the followup reviews of agency compliance with the Financial Integrity Act and internal control policy initiatives and the fostering of an environment where exchange of information on security techniques between civil and defense agencies can be accomplished. Strengthened legislation and policy could also aid information security. However, executive agency action would have the most tangible and timely impact. GAO stated that, if agency evaluations of internal controls in response to the Financial Integrity Act afford the appropriate attention to information security, threats should be minimized. In addition, the combined impetus provided by the President's Council on Integrity and Efficiency and the inspectors general should bolster internal auditing capabilities. Other positive recent developments include: (1) Office of Management and Budget efforts to review the agencies' information resources management activities every 3 years; (2) reports which call for a stronger Government-wide emphasis on information resources management; and (3) the fact that the administration's Reform 88 program has set a goal of making Federal computer and communications systems more compatible so that waste, fraud, and abuse of programs can be reduced.

122616

[FBI Management of Its Automated Information Systems]. GGD-84-24; B-206422. October 18, 1983. 9 pp. plus 1 enclosure (1 p.).

Report to William H. Webster, Director, Federal Bureau of Investigation; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Law Enforcement and Crime Prevention: Effectiveness of Federal Efforts To Develop Criminal Justice Data, Management Information, and Systems (0571); Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: General Government Division.

Budget Function: Administration of Justice: Federal Law Enforcement Activities (751.0).

Organization Concerned: Federal Bureau of Investigation; Department of Justice.

Abstract: GAO reviewed 12 Federal Bureau of Investigation (FBI) automated information systems that support both administrative operations and investigations. **Findings/Conclusions:** GAO found that, although FBI development and implementation of a single automated information system are generally well managed, improvement is needed. The FBI failure to effectively standardize data base element guidelines has hampered efforts to coordinate the compatibility of different systems to create a single system. GAO believes that, if standardization is not completed before the implementation of the system, unnecessary costs could result. GAO also noted that independent quality assurance reviews are necessary to fully ensure the integrity of the Field Office Information Management System (FOIMS) and the Budget

and Accounting System (BAS) software. **Recommendation To Agencies:** The Director, FBI, should make independent quality assurance reviews of FOIMS and BAS software as provided for other systems in the Quality Assurance Plan.

122619

[Protest of NHTSA Contract Award]. B-211012. October 12, 1983. 4 pp.

Decision re: Kappa Systems, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Kappa Systems, Inc.; National Highway Traffic Safety Administration; Computer Data Systems, Inc.

Authority: 4 C.F.R. 21.2(b)(1). B-196246 (1981). B-184825 (1976).

Abstract: A firm protested a contract award issued by the National Highway Traffic Safety Administration (NHTSA) for analysis and programing services. The protester alleged that the solicitation was defective in that it did not disclose the relative importance of cost and technical factors and that, in evaluating the proposals, NHTSA assigned greater significance to cost factors than the solicitation led offerers to believe. NHTSA contended that the solicitation did contain the relative importance of the evaluation factors and, in cases where a solicitation does not state the relative importance of evaluation factors, offerers should assume that they are equal. GAO dismissed the first allegation as untimely, because it was not filed until after the closing date for receipt of proposals. GAO found nothing in the solicitation that explicitly set forth the relative importance of the evaluation factors and recommended that NHTSA include such information in future solicitations. However, GAO did not find that the protester was prejudiced by the solicitation defect and concluded that the award was proper. Accordingly, the protest was dismissed in part and denied in part.

122631

GAO ADP Data Lines: Issue No. 1. February 1983. 12 pp. by Leonard J. Bahlman, ADP Administrator, GAO Office of Information Systems and Services, John M. Resser, ADP Administrator, GAO Office of Information Systems and Services.

Contact: Office of Information Systems and Services.

Abstract: This periodical is designed to serve as a means of communicating automatic data processing information within GAO. The first issue contains articles on information services, equipment and equipment management, teleprocessing services, microcomputers, ongoing programs, and administrative procedures.

122632

GAO ADP Data Lines: Issue No. 2. April 1983. 20 pp. plus 1 attachment (1 p.).

by Leonard J. Bahlman, ADP Administrator, GAO Office of Information Systems and Services, John M. Resser, ADP Administrator, GAO Office of Information Systems and Services.

Contact: Office of Information Systems and Services.

Abstract: This periodical is designed to serve as a means of communicating automatic data processing (ADP) information within GAO. This issue contains articles on teleprocessing, ongoing programs, ADP administration in GAO, and whether to lease or buy ADP equipment.

122633

GAO ADP Data Lines: Issue No. 3. June 1983. 25 pp. by Leonard J. Bahlman, ADP Administrator, GAO Office of

Information Systems and Services, John M. Resser, ADP Administrator, GAO Office of Information Systems and Services.

Contact: Office of Information Systems and Services.

Abstract: This periodical is designed to serve as a means of communicating automatic data processing (ADP) information within GAO. This issue contains articles on ADP procurement, ongoing programs and projects, microcomputer processing procedures, installation and relocation of ADP equipment, and an index to the first three issues.

122634

GAO ADP Data Lines: Issue No. 4. August 1983. 21 pp. by Leonard J. Bahlman, ADP Administrator, GAO Office of ADP Services, John M. Resser, ADP Administrator, GAO Office of ADP Services.

Contact: Office of ADP Services.

Abstract: This periodical is designed to serve as a means of communicating automatic data processing (ADP) information within GAO. This issue contains articles on ADP resource requirements, the GAO Audit Support Teleprocessing User's Guide, ongoing programs and projects, and the role of the National Bureau of Standards in Government microcomputer activities.

122638

[Development of Fire Support Command and Control Systems by the Army and the Marine Corps]. NSIAD-84-15; B-208083. October 19, 1983. 10 pp.

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Bill W. Thurman, (for Frank C. Conahan, Director), GAO National Security and International Affairs Division.

Issue Area: Communications: Expenditures for Defense C3 Systems Development, Acquisition, and Use (3708).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of the Army; United States Marine Corps; Department of Defense.

Congressional Relevance: House Committee on Appropriations: Defense Subcommittee; House Committee on Armed Services; Senate Committee on Appropriations: Defense Subcommittee; Senate Committee on Armed Services.

Abstract: GAO reviewed Army and Marine Corps efforts to automate their fire support command and control functions. Each service is independently developing computer-based systems to provide more accurate and timely information for use in effectively employing artillery, naval, and air support. These systems are estimated to cost billions of dollars over their life cycles and will help to manage combat resources. In fiscal year 1984, it is expected that \$40 million will be spent to develop these systems. **Findings/Conclusions:** GAO found that, although their missions are similar and their fire support systems need to intercommunicate, the Army and the Marine Corps are developing individual systems. GAO feels that the services are not examining the potential of a common command system because they perceive their requirements to be unique and they lack central direction from the Department of Defense (DOD). The services' major arguments against a common system are mission differences and system preferences; however, neither service has explained why systems with totally unique hardware and software are required. GAO found that, even though DOD has written policies promoting standardization, it has not provided the services with the necessary direction regarding a common command system. Two separate offices within DOD are monitoring the services' major systems and a limited amount of time is spent by these offices on the program. GAO concluded that achieving commonality will be

complicated, but the issue should be addressed now while the second generation systems are being developed. Failure to explore its potential could mean costly duplication of development efforts and continued interoperability problems. **Recommendation To Agencies:** The Secretary of Defense should consolidate responsibility in the Office of the Secretary of Defense for fire support command and control systems to enhance central direction in pursuit of common and interoperable systems. The Secretary of Defense should assess, independently of the services, the potential for common fire support command and control systems in the Army and the Marine Corps. This assessment should quantify the costs and benefits of joint programs versus those of unique developments and identify the most cost-effective combination of systems. It should also consider how systems now being developed can be accommodated by a joint program.

122639

Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment. NSIAD-84-8; B-202652. October 17, 1983. 7 pp. plus 2 enclosures (21 pp.).

Report to Sen. Slade Gorton; Rep. Joel Pritchard; Rep. Allen B. Swift; by Bill W. Thurman, (for Frank C. Conahan, Director), GAO National Security and International Affairs Division. Refer to PLRD-81-16, April 3, 1981, Accession Number 114797; PLRD-83-35, February 11, 1983, Accession Number 120622; and Testimony, June 9, 1983, Accession Number 121560.

Issue Area: General Procurement: Maximum, Open, and Free Competition in Agencies' Procurement (1927).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Procurement and Contracts (051.2); General Government: Other General Government (806.0).

Organization Concerned: Department of Defense; Department of the Army; Julie Research Laboratories, Inc.

Congressional Relevance: Rep. Allen B. Swift; Rep. Joel Pritchard; Sen. Slade Gorton.

Authority: D.A.R. 3-216. 10 U.S.C. 2304(a)(16).

Abstract: Pursuant to a congressional request, GAO reviewed the award of a sole-source contract by the Army to Julie Research Laboratories, Incorporated for automated calibration equipment to determine whether the sole-source award was justified. **Findings/Conclusions:** GAO found that the Army justified the sole-source award on the grounds that Julie Research Laboratories was in a precarious financial condition and would have ceased production of the calibration system without an immediate order. GAO believes that, while the Department of Defense (DOD) and the Army have legal authority to make sole-source awards, this award was questionable because: (1) DOD and the Army did not assure themselves that Julie would have ceased production without the award; and (2) the Army had a requirement for only one unit for test purposes, but ordered six units. Despite the Army's justification of the award, GAO found that the Army did not: (1) identify a specific need for the system; (2) verify Julie's claim that essential personnel were being lost; or (3) evaluate the production line for the system to determine what actions were necessary to maintain the availability or production capability of the system. **Recommendation To Agencies:** The Secretary of Defense should direct the Secretary of the Army to delay further procurement of automated calibration equipment, other than those needed for test purposes, until the Army determines its requirements.

122641

[Effect of National Security Decision Directive 84, Safeguarding National Security Information]. NSIAD-84-26; B-206067. October 18, 1983. 2 pp. plus 5 enclosures (12 pp.).

Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations: Legislation and National Security Subcommittee; by Frank C. Conahan, Director, GAO National Security and International Affairs Division. Refer to Testimony, October 19, 1983, Accession Number 122629.

Issue Area: Information Management: Assessing Agencies' Classification, Declassification, and Protection of National Security Information (4215).

Contact: National Security and International Affairs Division.

Budget Function: General Government: Executive Direction and Management (802.0).

Organization Concerned: Government-Wide.

Congressional Relevance: House Committee on Government Operations: Legislation and National Security Subcommittee; Rep. Jack Brooks.

Authority: Executive Order 12356.

Abstract: In response to a congressional request, GAO reviewed and analyzed the responses of pertinent agencies to a questionnaire concerning the safeguarding of national security information. **Findings/Conclusions:** GAO obtained information from most of the agencies that deal with classified information. The questionnaire focused primarily on the agencies' experience with unauthorized disclosures and the ensuing investigations. GAO compiled the actual figures and estimates it obtained to assist Congress in its efforts to ensure compliance with the order and implementing directives.

122642

VA's Program To Authorize Courses for Veterans Needs Improved Management. IMTEC-84-6; B-205384. October 20, 1983. 15 pp. plus 1 appendix (2 pp.).

Report to Harry N. Walters, Administrator of Veterans Affairs, Veterans Administration; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Issue Area: Information Management: Adequacy of the Federal Government's Information Collection Controls (4206).

Contact: Information Management and Technology Division.

Budget Function: Veterans Benefits and Services: Income Security for Veterans (701.0).

Organization Concerned: Veterans Administration.

Authority: Paperwork Reduction Act of 1980. 38 U.S.C. 1774. 38 U.S.C. 1789.

Abstract: GAO reviewed the Veterans Administration's (VA) and State Approval Agencies' (SAA's) collection and use of information about the education of veterans to determine how well VA and SAA's coordinate their efforts to minimize their reporting and recordkeeping requirements and how effectively they manage the program. In addition, GAO evaluated how VA collects and uses SAA-related information in accordance with the policies and procedures established by the Paperwork Reduction Act. **Findings/Conclusions:** For the past 5 years, VA has been paying SAA's about \$13.4 million annually while program activity, national enrollment, the number of schools involved, and the annual VA payments to veterans have declined more than 40 percent. Program activities will continue to decline through 1989 when a major portion of the program will be terminated. To help VA streamline program activities in response to this trend, GAO identified several areas where VA can maintain or improve services while reducing the amount spent on approval activities each year. **Recommendation To Agencies:** The Administrator of Veterans Affairs should revise VA contracts with SAA's to ensure that SAA's: (1) are not paid for preliminary visits to schools that have been in operation for less than 2 years unless the SAA's provide documentation fully justifying the need for each such visit; (2) make supervisory visits only to active schools and training

establishments with enrolled veterans; (3) are limited to one annual supervisory visit to individual schools and training establishments unless VA directs otherwise; and (4) are required not to visit the same schools and training establishments being visited by VA during its compliance surveys. The Administrator of Veterans Affairs should ensure that the amount of future SAA contracts is reduced in proportion to the reduction in VA education program activity occurring since 1978. The Administrator of Veterans Affairs should establish necessary controls to effectively monitor SAA contractual performance so that the SAA's comply with contract provisions and visit only appropriate schools. The Administrator of Veterans Affairs should require the VA regional offices to notify the SAA's of planned VA school and training establishment visits and ensure that they not visit these same schools for supervisory purposes unless VA requests a followup visit. The Administrator of Veterans Affairs should require VA regional offices to ensure that the SAA's understand VA reporting instructions and submit accurate reports. The Administrator of Veterans Affairs should establish adequate controls for identifying all unapproved VA reporting and recordkeeping requirements, including those developed and used by VA regional offices, and have them approved by OMB. The Administrator of Veterans Affairs should review all the unapproved reporting and recordkeeping requirements GAO identified and ensure that they are either submitted to OMB for approval or discontinued. The Administrator of Veterans Affairs should revise the disposition requirements for the three education-related files GAO identified in the VA records control schedule to ensure that they are clear, consistent, and realistic. Once revised, VA should follow the revised records control schedule.

122651

Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory. IMTEC-84-4; B-197338. October 21, 1983. 5 pp. plus 2 appendices (8 pp.).

Report to Verne Orr, Secretary, Department of the Air Force; by Walter L. Anderson, (for Warren G. Reed, Director), GAO Information Management and Technology Division.

Refer to AFMD-81-24, February 24, 1981, Accession Number 115356.

Issue Area: Automatic Data Processing: Ways To Improve the Effectiveness of Federal Software. Including Better Transferability and Better Guidance to Agencies (0117).

Contact: Information Management and Technology Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of the Air Force; Department of the Air Force: Military Airlift Command: Air Force Global Weather Central.

Abstract: GAO reviewed the response to its recommendations in a previous report that the Air Force be required to assess the technical, economic, and operational value of application software over its remaining life cycle before upgrading its general-purpose computers. **Findings/Conclusions:** The substance of the earlier report was that a bias in the cost-benefit studies for procuring new computers for the Air Force Global Weather Center (AFGWC) favored the incumbent vendor. This bias occurred when the Air Force decided to retain about 70 percent of the existing AFGWC software inventory during a major hardware upgrade, without adequately assessing the technical, economic, and operational value of the inventory over its remaining life cycle. The Air Force acknowledged the need for modernizing software at AFGWC but insisted that the sole-source procurement of computers provided the lowest cost, least risk, and most prudent approach to achieving that goal. As a result of the prior GAO report and a directive from the General Services Administration (GSA), AFGWC formulated a comprehensive software plan and has started to carry out a 5- to 8-year software

improvement program. The program's primary objectives are to reduce software maintenance costs and dependence on the incumbent contractor and to ensure that AFGWC is in a position to take advantage of new automated data processing technology; these objectives are to be accomplished by inventorying, analyzing, and assessing all software and by developing a strategy for improving software. GAO believes that the Air Force has made a good start in improving AFGWC software and that the program objectives and the methods for achieving them are systematic, thorough, and consistent with earlier GAO recommendations.

122655

[Federal Reserve Pricing of Its Check Clearing Services]. June 16, 1983. 21 pp.

Testimony before the House Committee on Banking, Currency and Housing; Domestic Monetary Policy Subcommittee; House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Refer to GGD-82-22, May 7, 1982, Accession Number 118342.

Contact: General Government Division.

Organization Concerned: Federal Reserve System.

Congressional Relevance: House Committee on Government Operations: Commerce, Consumer and Monetary Affairs Subcommittee; House Committee on Banking, Currency and Housing: Domestic Monetary Policy Subcommittee.

Authority: Depository Institutions Deregulation and Monetary Control Act of 1980 (P.L. 96-221). Federal Reserve Act.

Abstract: Testimony was given concerning the Federal Reserve System's pricing of check clearing and related services. GAO concluded in a prior report that, in establishing a system for pricing its services, the Federal Reserve System generally made reasonable judgments in exercising the wide discretion given to it by the Monetary Control Act. Since May 1982, the Federal Reserve System has taken three actions which are responsive to the major concerns raised in the GAO report: (1) abandoned what amounted to its open-ended subsidy policy for its automated clearinghouse service and committed itself to progressively recovering costs from commercial users until full cost was recovered by 1985; (2) announced a combination of improved check-clearing services and higher fees for improving the balance of costs and revenues; and (3) announced procedures to reduce or price interterritorial and holdover "float." GAO believes that the discipline of having to recover costs is an appropriate guide for the Federal Reserve System to follow in deciding the nature of future resource commitments to the automated clearinghouse system.

122658

[Second Request for Reconsideration]. B-201642.3, B-201642.4. October 21, 1983. 6 pp.

Decision re: Four-Phase Systems, Inc.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Four-Phase Systems, Inc.; Federal Aviation Administration; Small Business Systems, Inc.

Authority: 55 Comp. Gen. 1362. B-201642 (1983). B-201642.2 (1983).

Abstract: GAO was requested to reconsider its decision in which it found that the Federal Aviation Administration's (FAA) justification of its statement of minimum needs in a solicitation for computer equipment was unreasonable. GAO had also recommended that FAA cancel the contract and not purchase the systems. In the request for reconsideration, FAA and an individual firm took exception to the decision, noting that it was based upon an audit report which ignored FAA needs for the

equipment and improperly focused on misleading legalistic information surrounding the procurement. GAO held that the reports contained factual matters that were relevant to the procurement and that its findings adequately considered the full range of information FAA provided in the audit report. However, GAO held that, since the computer system was receiving full usage, its initial recommendation was not in the best interests of the Government. Accordingly, the initial decision was affirmed, but the recommendation to cancel the contract was withdrawn.

122663

The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices. AFMD-83-72; B-205981. September 27, 1983. 7 pp. plus 3 appendices (14 pp.).

Report to Robert B. Collyer, Deputy Under Secretary, Department of Labor; by Brian L. Usilaner, Associate Director, GAO Accounting and Financial Management Division.

Issue Area: National Productivity: Productivity for Common Government Functions (2902).

Contact: Accounting and Financial Management Division.

Budget Function: Income Security: Federal Employee Retirement and Disability (602.0).

Organization Concerned: Department of Labor; Employment Standards Administration: Office of Workers' Compensation Programs.

Authority: Employees' Compensation Act (Injuries).

Abstract: GAO conducted a review to identify opportunities for improving productivity in processing Federal employees' disability and medical claims under the Federal Employees' Compensation Act (FECA) program. **Findings/Conclusions:** GAO found that productivity in 15 district offices varied widely because the offices used a variety of operating practices and staffing methods. GAO believes that the lower performing offices could improve productivity by adopting the practices of the more efficient offices. GAO found that FECA managers do not have a system for measuring and comparing district offices' productivity. However, the Office of Workers' Compensation Programs is working on a computer system which could improve productivity, although it will directly improve only the work of claims examiners, who comprise about 25 percent of the staff. GAO found that the major reasons for productivity differences were in the areas of idle time, extra support staff, and equipment availability and use. Because some of the best practices which promote higher productivity will cost money to initiate, the cost benefits of improvements should be assessed on an office-by-office basis. **Recommendation To Agencies:** The Deputy Under Secretary of Labor should ask the Director of the Office of Workers' Compensation Programs to: (1) act to improve productivity by identifying the best operating practices and implementing them at all offices and looking for ways to improve even the current best practices; (2) use the actions which GAO identified as a starting point for improvement efforts; and (3) develop productivity and quality measures and goals, and use them in conjunction with timeliness measures for tracking performance at district offices, and identifying action managers should take.

122673

[Opportunities To Improve Geological Survey's ADP Information Resources Management]. IMTEC-83-8; B-207802. September 27, 1983. 7 pp.

Report to Dallas L. Peck, Director, Department of the Interior: Geological Survey; by Walter L. Anderson, Senior Associate Director, GAO Information Management and Technology Division.

Refer to AFMD-83-36, March 8, 1983, Accession Number 120681; and AFMD-81-28, February 20, 1981, Accession Number 114326.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: Information Management and Technology Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: Department of the Interior: Geological Survey.

Abstract: GAO reviewed the U.S. Geological Survey's (USGS) management of automatic data processing (ADP) information resources, focusing on ADP planning, software development and management, data-base management, and computer capacity planning. **Findings/Conclusions:** GAO found that USGS, which spends about \$90 million annually for ADP support, has not identified ADP planning requirements agencywide or devised a strategy for meeting them. Previous USGS attempts at agencywide ADP planning were discontinued as being either unnecessary or unproductive. The five USGS divisions are responsible for determining their own ADP requirements and managing their own resources. Divisions have chosen to acquire minicomputers rather than use the mainframe computer and support services being acquired by the Information Systems Division. Because of the amount spent for ADP and the impact of ADP resources on meeting program objectives, USGS needs an agencywide planning process that would document which divisions need information, the types of information needed, and how accurate and timely the information should be. GAO also found that USGS has experienced significant management problems in its software development projects. The management and development of software are often being performed by personnel who lack ADP career experience, and a life-cycle software management policy to guide their performance has never been formalized. A review of two of the major software development projects revealed numerous design and operational problems. GAO believes that a formal life-cycle management process would alleviate many of these costly problems. **Recommendation To Agencies:** The Director, USGS, should assign a high priority to developing system life-cycle management policies for software projects agencywide. The Director, USGS, should establish a continuous, integrated, agencywide ADP planning process which will update the requirements plan no less than annually. The Director, USGS, should require software development projects to follow the principles of a system life-cycle management process.

122677

Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient. NSIAD-84-1; B-206455. October 25, 1983. 4 pp. plus 3 appendices (13 pp.). Report to David A. Stockman, Director, Office of Management and Budget; William E. Brock, U.S. Trade Representative, Office of the U.S. Trade Representative; Gerald P. Carmen, Administrator, General Services Administration; by Frank C. Conahan, Director, GAO National Security and International Affairs Division.

Issue Area: International Affairs: Effectiveness of Government Efforts To Secure a Fairer and More Competitive International Trading System (0623).

Contact: National Security and International Affairs Division.

Budget Function: International Affairs: Foreign Information and Exchange Activities (154.0).

Organization Concerned: Office of Management and Budget; Office of the U.S. Trade Representative; General Services Administration; Office of Federal Procurement Policy; Federal Procurement Data Center; Federal Procurement Data System Policy Advisory Board.

Congressional Relevance: House Committee on Appropriations;

Treasury-Postal Service-General Government Subcommittee; House Committee on Ways and Means: Trade Subcommittee; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Finance: International Trade Subcommittee.

Authority: Buy American Act. Agreement on Government Procurement, January 1, 1981, T.I.A.S. 10403.

Abstract: GAO assessed the trade data system as a mechanism for collecting information on U.S. Government procurements covered by the Agreement on Government Procurement, a multilateral agreement to not discriminate against or among the products and suppliers of other signatories in making certain procurements. In implementing the agreement, the Government collects procurement data to meet its obligations under the agreement and assess the relative benefits of U.S. participation in the agreement. **Findings/Conclusions:** GAO found that the trade data system is capable of collecting only approximate individual contract information and assigns one product and one agency to each contract, regardless of the number of different products and agencies involved. Thus, the system does not precisely reflect procurement under the agreement. In addition, although agencies report information into the system on a contract basis, they are required to implement the agreement on a product-by-product basis, determining whether to use the agreement procedures or to apply Buy American price preferences. Reported contracts could also contain both purchases covered by the agreement and those not subject to it. Therefore, the data system may over-value covered U.S. Government procurements. GAO found that, due to a lack of resources and data processing guidelines, the system did not perform using 1981 data. In addition, agencies did not have adequate incentives to properly collect and submit these data. **Recommendation To Agencies:** The Director of the Office of Management and Budget (OMB) should direct the Administrator of the Office of Federal Procurement Policy to work with the Office of the U.S. Trade Representative, the Federal Procurement Data Center, and the Federal Procurement Data System Policy Board to abolish the trade data system and use the Federal Procurement Data System to collect the individual contract data, including the establishment of a separate system to collect data on covered contracts made with nonappropriated funds and the use of an alphabetic code to designate domestic source procurements. The Director of OMB should direct the Administrator of the Office of Federal Procurement Policy to work with the Office of the U.S. Trade Representative, the Federal Procurement Data Center, and the Federal Procurement Data System Policy Board to revise the current reporting regulations to give agencies unable to collect accurate letter report information guidance on acceptable methods for estimating this information. The U.S. Trade Representative and the Administrator of General Services should take actions necessary to ensure that the Office of the U.S. Trade Representative and the Federal Procurement Data Center jointly develop user requirements for compiling trade data.

122681

[Department of Defense Spare Parts Procurement Practices]. October 26, 1983. 19 pp. plus 1 enclosure (20 pp.). Testimony before the Senate Committee on Armed Services; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Contact: Information Management and Technology Division.

Organization Concerned: Department of Defense.

Congressional Relevance: Senate Committee on Armed Services.

Abstract: GAO discussed the Department of Defense spare parts procurement practices, focusing on the use of computer-generated information to identify unwarranted spare parts price increases. GAO conducted reviews of procurement practices at several locations and concluded that: (1) computers are or will be

technically current; (2) the software is generally outdated; (3) the computer-generated products and information for use by procurement officials are limited; and (4) the computer capabilities designed to identify and prevent unwarranted price increases range from limited to none. GAO supports the services' improvement of initiatives to increase buyer's productivity, expand spare parts competition, and help identify unwarranted price increases. GAO believes that pricing reviews and attention to suspected overpricing should be considered when the buyer's performance is being evaluated.

122685

Followup of Guam's Administration of Its Income Tax Program. GGD-84-11; B-194332. October 26, 1983. 3 pp. plus 2 appendices (20 pp.).

Report to Ricardo J. Bordallo, Governor, Guam; by William J. Anderson, Director, GAO General Government Division.

Refer to GGD-80-3, October 3, 1979, Accession Number 110521.

Issue Area: Tax Administration: Effectiveness of Prevention and Collection of Delinquent Taxes by IRS (2715); International Affairs: Improvement of the Impact of U.S. Development Assistance Through More Efficient and Economical Administration and Management (0630).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Guam; Department of the Treasury; Department of the Interior.

Abstract: GAO reported on the results of its followup review of Guam's progress in improving the administration of its income tax program. *Findings/Conclusions:* GAO found that, although Guam has attempted corrective action in areas noted in a prior report, problems still exist. Identification of nonfilers remains a problem and automation of the tax program remains incomplete. Therefore, GAO believes that Guam could further improve the administration of its tax programs by: (1) establishing an interim manual matching program to identify and take appropriate action against those who fail to file a tax return; (2) taking aggressive collection actions against delinquent taxpayers by using authority to seize property more frequently and filing notices of liens and levies in a timely manner; (3) monitoring for tax compliance all firms having Government service contracts; (4) requiring employers who are chronically delinquent in paying withholding taxes to file monthly rather than quarterly returns; and (5) establishing an effective management system for monitoring and controlling agents' workloads. Additional funds may be needed to make these improvements and it is not likely that the revenue generated by the improvements would significantly reduce Guam's general fund deficit. Therefore, if Guam is to achieve self-sufficient status, additional or alternative revenue raising approaches or further budget cuts will probably have to be developed.

122690

Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems. NSIAD-83-7; B-211685. September 30, 1983. 95 pp. plus 2 appendices (4 pp.).

Report to Congress; by Charles A. Bowsher, Comptroller General.

The following reports are summarized in this document: C-MASAD-83-9, MASAD-83-2, C-MASAD-83-7, MASAD-83-8, C-MASAD-83-10, C-MASAD-83-6, C-MASAD-83-11, C-MASAD-83-8, C-MASAD-83-15, MASAD-83-28, C-MASAD-83-14, C-MASAD-83-5, C-MASAD-83-12, MASAD-83-21, MASAD-82-41, MASAD-83-17, and MASAD-83-22.

Issue Area: Procurement of Major Systems: Congressional Information on the Issues Concerning Systems for Which Funds Are Requested (3001).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Weapons Systems (051.1).

Organization Concerned: Department of Defense; Department of the Navy; Department of the Army; Department of the Air Force.

Congressional Relevance: Congress.

Authority: 31 U.S.C. 720.

Abstract: GAO summarized the reports it issued during the past year concerning 17 individual major defense systems and summarized the recommendations contained in each report. *Findings/Conclusions:* GAO noted that the issues identified in the reports fall into two broad categories. About one-third of the issues have a direct impact on the weapon systems' effectiveness in accomplishing their intended missions; the remaining two-thirds are program acquisition issues requiring management decisions or improvements. Recommendations were made to Congress and the Secretaries of Defense, the Navy, the Army, and the Air Force addressing problem areas. GAO stated that the recommendations and observations will have a potential positive impact on minimizing risk and ensuring effectiveness, improving disclosure to Congress, affirming requirements, evaluating alternatives, reducing costs, and improving program management.

122725

[Protest of Two Noncompetitive Orders Issued by Navy]. B-210836. October 25, 1983. 5 pp.

Decision re: ROLM Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: ROLM Corp.; Department of the Navy; Pacific Telephone and Telegraph Co.

Authority: 4 C.F.R. 21.2(c). 59 Comp. Gen. 283. B-191078 (1978). B-200947 (1981). B-202031 (1981). B-205063 (1982).

Abstract: A firm protested two noncompetitive orders placed by the Navy with another firm. The contracts were for a 5-year expansion and improvement of telephone facilities. The protester contended that the sole-source awards were improper and that a competitive procurement should be held. The Navy justified the noncompetitive awards on the grounds that: (1) the improvements were urgently needed and time did not permit a competitive procurement; and (2) compatibility problems would arise between new and existing equipment if a new vendor were awarded the contract. The protester contended that the Navy could have provided for a competitive procurement at a much earlier date and asserted that its equipment was fully compatible with the present equipment and was built to Government-mandated specifications. GAO stated that Government procurements must be conducted on a competitive basis to the maximum extent practicable even for contract extensions and renewals. While sole-source acquisitions may be authorized under certain circumstances, GAO found that the record did not justify a noncompetitive award in this case. The Navy's decision to procure by sole source due to urgent need was unacceptable absent a required timeframe and evidence that there was only one source. The Navy could have conducted an expedited negotiated procurement. Further, the record showed that the Navy made no attempt to ascertain whether alternative sources could meet its needs. Finally, the record did not show why a noncompetitive award for 5 years was necessary. Even if an initial sole-source award was proper, a short-term contract could have been issued and a competitive procurement initiated for the rest of the requirements. Under the circumstances, GAO found that the

sole-source award was not justified. Accordingly, GAO recommended that the requirements be reprocured on a competitive basis and, if another offer was evaluated as more advantageous to the Government, the lease of the awardee's equipment be discontinued. Accordingly, the protest was sustained.

122729

Information on the Proposed Transfer of the Department of Energy's Functions. RCED-84-28; B-205273. October 25, 1983. Released November 1, 1983. 6 pp. plus 1 appendix (13 pp.). Report to Rep. Philip R. Sharp, Chairman, House Committee on Energy and Commerce: Fossil and Synthetic Fuels Subcommittee; by J. Dexter Peach, Director, GAO Resources, Community, and Economic Development Division.

Issue Area: Energy: Energy Organization and Management (1695).

Contact: Resources, Community, and Economic Development Division.

Budget Function: Energy: Energy Information, Policy, and Regulation (276.0).

Organization Concerned: Department of Energy; Office of Management and Budget; Department of Commerce.

Congressional Relevance: House Committee on Energy and Commerce: Fossil and Synthetic Fuels Subcommittee; Rep. Philip R. Sharp.

Authority: S. 2562 (97th Cong.). H.R. 6972 (97th Cong.). Defense Production Act of 1950.

Abstract: Pursuant to a congressional request, GAO reported on the administration's proposal to transfer the Department of Energy's (DOE) functions to several Federal agencies. **Findings/Conclusions:** GAO found that, under the administration's proposed agency reorganizations, the transfer of the DOE responsibilities for international affairs, without transfer of personnel, would eliminate one of the Government's entities now involved in the development, implementation, and assessment of international energy policies. The responsibilities for energy emergency planning would be divided within the Department of Commerce but would overlap in the petrochemical area. The transfer of energy information activities to Commerce could affect the organizational independence of the Energy Information Administration (EIA) by permitting the Secretary of Commerce to abolish, transfer, and reassign the EIA functions. The nuclear power and weapons program, which has been managed by a civilian agency for the past 37 years, would remain under civilian control if transferred to Commerce. Commerce would be responsible for energy policy, including electricity. The DOE Office of Alcohol Fuels, which is responsible for alcohol fuels research and development, would be eliminated. The difficulties of combining computerized systems of DOE and Commerce would likely be substantial since they are not currently compatible.

122730

[Computer Security in the Federal Government]. October 26, 1983. 25 pp. plus 1 attachment (5 pp.).

Testimony before the Senate Committee on Governmental Affairs: Oversight of Government Management Subcommittee; by Walter L. Anderson, Senior Associate Director, GAO Information Management and Technology Division.

Contact: Information Management and Technology Division.

Congressional Relevance: Senate Committee on Governmental Affairs: Oversight of Government Management Subcommittee.

Authority: Automatic Data Processing Equipment Act (P.L. 89-306). Property and Administrative Services Act. Communications Act of 1934. Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-256). Privacy Act of 1974 (P.L. 93-579).

Paperwork Reduction Act of 1980 (P.L. 96-511). Federal Managers' Financial Integrity Act of 1982 (P.L. 97-255). OMB Circular A-71, Transmittal Memo No. 1. OMB Circular A-108 OMB Circular A-123. F.P.M. Letter 732-7. H.R. 1092 (98th Cong.). S. 1733 (98th Cong.).

Abstract: Testimony was given concerning: (1) the nature of the information security problem as it affects Federal automated systems and their supporting telecommunications networks; (2) the key factors of legislation, policy, management, and auditing which affect information security; (3) GAO audit findings which indicated shortfalls that have contributed to security problems; and (4) recent Federal initiatives which could have an important impact on solving these problems. The vulnerabilities which face computer systems increase as technology advances, and present legislation is inadequate with respect to interceptions of wire communications. GAO has found that the central agencies responsible for information management have not provided complete and coordinated guidance and have not ensured that agencies comply with existing guidance. Executive agencies are generally doing little to implement information security program policies and guidance and are not aware of how highly vulnerable their systems are to fraud, waste, abuse, and illegal practices. GAO also found that several internal audit organizations have not provided adequate audit coverage for their computer systems and applications and do not always comply with Comptroller General audit standards. The proposed Federal Computer Systems Protection Act, if passed, could help the Government take punitive action against those who misuse its automated systems. In addition, the Office of Management and Budget plans to revise existing circulars on information management, and the President's Council on Integrity and Efficiency is taking steps that may improve information security.

122752

Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency. NSIAD-84-9; B-213422. November 4, 1983. 3 pp. plus 4 appendices (24 pp.).

Report to Caspar W. Weinberger, Secretary, Department of Defense; by Frank C. Conahan, Director, GAO National Security and International Affairs Division.

Issue Area: Logistics Management: Storage and Preservation Systems for Control of Material Inventories (3805).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0).

Organization Concerned: Department of Defense; Department of the Navy; Department of the Army; Department of the Air Force; Defense Logistics Agency.

Congressional Relevance: House Committee on Armed Services: Readiness Subcommittee.

Abstract: Pursuant to a congressional request, GAO reviewed: (1) the Navy's progress in improving physical inventory controls; (2) the magnitude, causes, and impact of physical inventory adjustments in the Army, Air Force, and Defense Logistics Agency (DLA); and (3) the adequacy of Department of Defense (DOD) policies, procedures, and efforts to improve physical inventory controls and inventory record accuracy. **Findings/Conclusions:** GAO found that the Navy is making good progress in executing a plan to improve physical inventory controls and security over supply system inventories, and it has completed an immediate action designed to establish accurate inventory record baseline data. GAO also found that the magnitude and impact of the inventory accuracy problem in the Army, Air Force, and DLA are much greater than previously recognized by DOD and its components. These inaccuracies frequently have an adverse impact

on supply economies and degrade the readiness of military forces. DOD is in the process of implementing a DOD-wide physical inventory improvement plan that calls for a series of actions to be taken through fiscal year 1985 to identify needed improvements in policies, procedures, and standards for upgrading inventory record accuracy. GAO concluded that, although the plan is a positive step, more steps need to be taken to enhance the accuracy of inventory records. **Recommendation To Agencies:** The Secretary of Defense, to improve physical inventory controls and inventory record accuracy, should adopt on a DOD-wide basis actions taken by the Navy to recognize inventory record accuracy as a major concern and upgrade the command priority and emphasis given to physical inventory programs. The Secretary of Defense should expand the frequency and scope of quality control checks of work processes affecting inventory record accuracy at both the depot and inventory management levels. At a minimum, expanded quality control programs should include weekly sampling checks of the quality of research efforts to identify and correct recurring error causes, as well as the validity of reconciliations of major physical inventory differences and reversals of physical inventory adjustments. Also, it should be required that quality control results be reported to depot and inventory control point commanders and higher management levels and that a feedback system be established to ensure that problem areas repeatedly noted by quality checks are corrected promptly. The Secretary of Defense should require inventory management levels to report the results of causative research of physical inventory adjustments to higher management levels and establish a feedback system to ensure that recurring error causes are being identified and corrected. Also, inventory management levels should be required to report results of causative research to affected depots and have the depots use the results to identify problem areas warranting expanded quality control coverage. The Secretary of Defense should rescind the recent DOD policy changes that: (1) increase the timeframe for reversing physical inventory adjustments from 90 days to 1 year; and (2) increase the dollar criterion for researching physical inventory adjustments for pilferable items from over \$2,500 to over \$4,000. The Secretary of Defense should direct the Air Force to comply with the intent of the DOD policy by limiting preadjustment research to reconciliations of physical differences caused by recent unprocessed transactions that occurred immediately before or during the physical inventory control period. The Secretary of Defense should establish uniform standards for gross physical inventory dollar adjustment ratios based on the value of materiel inventoried. Also, uniform standards should be established for reversals of physical inventory adjustments. The Secretary of Defense should require that reversals to physical inventory adjustments be viewed equally with physical inventory adjustments by DOD and its components in assessing overall inventory record accuracy performance. The Secretary of Defense should require the inspector general and inventory control review teams in the services and DLA, as a part of their periodic annual inspections, to examine the quality of physical inventory performance, including the adequacy of efforts to identify and correct recurring error causes as well as the validity of reconciliations of physical inventory variances and reversals of physical inventory adjustments. The Secretary should also require more frequent and in-depth service and DLA-wide coverage of wholesale physical inventory controls and inventory record accuracy by internal audit organizations. The Secretary of Defense should expand DOD plans to develop procedural requirements and techniques to relate impact of physical inventory adjustments on requirements determination and procurement to include identification of adjustments affecting mission essential items. The Secretary should also require that data on physical inventory adjustments affecting requirements, procurements, and mission essential items be reported to DOD and be included in the quarterly inventory control effectiveness report. The Secretary of Defense, to improve physical inventory

controls and inventory record accuracy, should adopt on a DOD-wide basis actions taken by the Navy to require that merit pay objectives/performance evaluations of military and civilian personnel involved in functions affecting inventory record accuracy include a mandatory entry on inventory record accuracy and materiel accountability performance. The Secretary of Defense, to improve physical inventory controls and inventory record accuracy, should adopt on a DOD-wide basis actions taken by the Navy to have top management provide clear guidance to depots and inventory managers that falsified reporting of physical inventory performance and inventory accuracy results will not be tolerated and that, if found, the strongest disciplinary actions will be taken. The Secretary of Defense, to improve physical inventory controls and inventory record accuracy, should adopt on a DOD-wide basis actions taken by the Navy to identify the training needs of depot and inventory control point supply personnel and ensure that training is provided. The Secretary of Defense, to improve physical inventory controls and inventory record accuracy, should adopt on a DOD-wide basis actions taken by the Navy to establish standard rewarehousing procedures that, at a minimum, will limit the amount of materiel movement to the lowest possible level, provide standard materiel movement controls to ensure that materiel location changes are reflected promptly on depot locator records, and require that either quality sampling checks or complete location surveys be made following rewarehousing projects to ensure that the new locations of rewarehoused materiel are reflected promptly and accurately on locator records.

122753

The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions. AFMD-84-16; B-204343. October 31, 1983. 31 pp. plus 3 appendices (9 pp.).

Report to Donald T. Regan, Secretary, Department of the Treasury; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Internal Controls Over Receipts and Disbursements (2810); Federal Oversight of Financial Institutions: Effectiveness and Efficiency of Central Bank and Fiscal Agent Operations (3909).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Accounting Systems in Operation (998.1).

Organization Concerned: Department of the Treasury; Bureau of the Public Debt.

Congressional Relevance: House Committee on Appropriations: Treasury-Postal Service-General Government Subcommittee; House Committee on Ways and Means; Senate Committee on Appropriations: Treasury, Postal Service, General Government Subcommittee; Senate Committee on Finance.

Authority: Claims Collection Act (31 U.S.C. 3711). 4 C.F.R. 101.7 GAO 28.14. 31 U.S.C. 3125. 31 U.S.C. 3126(a). 31 U.S.C. 3512. 31 U.S.C. 3526.

Abstract: GAO reviewed the U.S. Savings Bond Program to determine the adequacy of accounting procedures and internal controls and to identify any losses resulting from irregularities or abuses. **Findings/Conclusions:** Savings bonds are sold by agents, to whom blank savings bond stock is provided on consignment by the Bureau of the Public Debt. Fraudulent or unauthorized bond issues cannot be detected until after they are redeemed to the Bureau. GAO believes that the blank stocks should be controlled in the same manner as currency, with one Bureau office maintaining accounting control over stock inventories and sales. Under the current decentralized approach, the Bureau and the Federal Reserve Banks have not followed recognized controls and accounting procedures for stock distribution, and losses and

thefts of stock with a face value totaling \$8.8 million have been reported. Certain Bureau management actions have contributed to abuses and practices leading to stock and monetary losses. These actions include: (1) delaying a program to assess penalty interest on unremitted bond sales proceeds; (2) relieving agents from liability for stock shortages under questionable circumstances; (3) ineffectively controlling debt collection; and (4) paying sales agents on the basis of the number of transactions handled without regard to work quality. Also, several Bureau accounting practices were inconsistent with laws and recognized procedures, preventing full disclosure of losses and problems.

Recommendation To Agencies: The Secretary of the Treasury should have the Bureau's Parkersburg office centrally account for consigned savings bonds and sales proceeds. The office managing the consignment should be required to actively enforce Bureau criteria for the amount of savings bond stock that issuing agents can have on hand and on requisition at any given time. The Secretary of the Treasury should have the Bureau's Parkersburg office centrally account for consigned savings bonds and sales proceeds. The office managing the consignment should be required to thoroughly investigate requests for relief from lost and stolen bonds, particularly large ones, before decisions are made on requests for relief. The Secretary of the Treasury should have the Bureau's Parkersburg office centrally account for consigned savings bond and sales proceeds. The office managing the consignment should be required to reconcile and verify agents' stock levels through appropriate procedures, including periodic and independent physical inventories that will ensure accountability for all bond stock held by agents. The Secretary of the Treasury should have the Bureau's Parkersburg office centrally account for consigned savings bonds and sales proceeds. The office managing the consignment should be required to establish requirements for agents to submit documents supporting payroll sales as soon as practicable after they remit sales proceeds. The Secretary of the Treasury should make other system improvements that will lower operating costs, such as eliminating stock levels of agents with low sales volume and converting from card weight to paper bonds. The Secretary of the Treasury should ask the Office of the Inspector General to determine whether shortages exist in Series E bond stock and make sure that proper amounts are recorded on the Bureau's official inventory records for activities holding such bonds. The Secretary of the Treasury should take action to ensure that interest penalties are assessed on issuing agents' late remittance of sales proceeds, as well as any overdue receivables, and that the assessed amounts are promptly collected unless circumstances warrant a waiver. The Secretary of the Treasury should take actions to discontinue the Bureau's practice of allowing agents free or low-interest-cost use of the money realized from the sale of savings bonds. The Secretary of the Treasury should take action to amend the issuing agreement to specify that issuing agents are liable for all monetary losses related to redemption of savings bond stock that is lost or stolen by their employees and to recover any such monetary losses that develop. The Secretary of the Treasury should take action to explore with the Department of Justice the possibility of recovering the losses from the Sears case, notwithstanding the grant by Treasury of relief from liability. The Secretary of the Treasury should take action to institute collection action against the bank employee convicted of the theft of bond stock, pursuant to the Claims Collection Act and implementing standards. The Secretary of the Treasury should take action to have receivables resulting from the Bureau's operation properly managed and aged and aggressively collected. The Secretary of the Treasury should take action to charge agents for correcting their errors when this appears to be a feasible approach to improve the quality of their work in handling sales, redemptions, and related transactions. The Secretary of the Treasury should require the use of accrual basis accounting for all activities related to savings bonds, including the assessment of penalty interest and any redemption

of savings bonds that results in money being owed to the Government. The Secretary of the Treasury should ensure that the Bureau properly uses the separate accounts for receivables and payables developed in its efforts to correct agents' errors. The Secretary of the Treasury should refund amounts of bond redemption underpayments directly to the bondholders and recover any costs of doing this from the agents responsible for the underpayments. The Secretary of the Treasury should have monetary losses reported as required by regulation. The Secretary of the Treasury should fully advise Congress of activities in the Payment of Government Losses in Shipment Fund, including the amount needed to cover existing and expected losses, and ensure that the Bureau's accounting system is changed to properly recognize such losses.

122782

[Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions]. HRD-83-90; B-204638. September 30, 1983. 16 pp. plus 1 enclosure (5 pp.).

Report to Margaret M. Heckler, Secretary, Department of Health and Human Services; by Richard L. Fogel, Director, GAO Human Resources Division.

Issue Area: Income Security and Social Services: Disability Program Design To Optimize Program Equity and Operational Efficiency (1328).

Contact: Human Resources Division.

Budget Function: Income Security: General Retirement and Disability Insurance (601.0).

Organization Concerned: Department of Health and Human Services; Social Security Administration; Department of Labor.

Authority: Social Security Act. P.L. 97-35.

Abstract: GAO reviewed the losses that the Social Security Disability Insurance (DI) trust fund incurs each year because DI payments to disabled workers are not being reduced as required by the workers' compensation offset provision of the Social Security Act. The DI trust fund is the Nation's primary source of income replacement for disabled workers. Many DI recipients are also entitled to Federal disability or workers' compensation benefits. These benefits can overlap causing disabled workers to receive more in disability benefits than they were earning before they became disabled. **Findings/Conclusions:** Although the offset provision saved the Social Security Administration (SSA) \$168 million in fiscal year 1981, GAO estimates that claims that were not offset cost the trust fund about \$43 million. GAO believes that many claims were not offset because SSA had no indication that the DI claimants had received other benefits or had claims pending. However, in other cases, SSA could have prevented the loss by acting on evidence in the case files. In applying the offset provision, SSA relies heavily on claimants' voluntary reports of compensation awards or changes in award amounts. SSA has acknowledged that this reliance has contributed significantly to overpayments and it has begun several activities designed to investigate claimants' failure to report benefits payments. SSA is making inquiries into data exchanges with State agencies, but it reports that serious obstacles remain to be overcome before that objective can be achieved. SSA plans to select a State to participate in a pilot program and to evaluate the results of the program to determine the potential of file-matching programs. GAO stated that SSA could reduce or eliminate lost offsets for Federal employee cases by matching its files with the Department of Labor's files. Since the beginning of the GAO review, SSA has initiated several actions to reduce the number of offsets not imposed, and the SSA Office of Assessment is planning to make several recommendations to improve the processing of offset cases. **Recommendation To Agencies:** The Secretary of Health

and Human Services should work with the Secretary of Labor to establish regular matches between the DI file and Labor's workers' compensation files. The Secretary of Health and Human Services, to facilitate the matches, should explore with the Secretary of Labor the feasibility of including additional identifiers in Labor's computer files.

122783

Progress in Improving Program and Budget Information for Congressional Use. OACG-84-2; B-200111. November 8, 1983. 5 pp. plus 2 appendices (7 pp.).
Report to Congress; by Charles A. Bowsher, Comptroller General.

Issue Area: Program and Budget Information for Congressional Use: Comprehensiveness and Consistency of the Disclosure of Federal Programs and Activities (3404).

Contact: Office of the Assistant Comptroller General.

Budget Function: Financial Management and Information Systems (998.0).

Organization Concerned: Office of Management and Budget; Department of the Treasury; Department of Defense.

Congressional Relevance: Congress.

Authority: Congressional Reports Elimination Act of 1982. Congressional Budget and Impoundment Control Act of 1974. Federal Managers' Financial Integrity Act of 1982. P.L. 98-8. 31 U.S.C. 1113(e). 31 U.S.C. 1113(e)(3).

Abstract: GAO presented its annual report on the progress and results of its continuing program to: (1) develop standard terms and classifications for Federal fiscal, budgetary, and program-related information; (2) identify congressional needs for such information; and (3) monitor recurring reporting requirements of Congress and recommend changes. **Findings/Conclusions:** Over the past year, GAO has noted a number of positive actions which should contribute to improving program and budget information for congressional use. These include: (1) a GAO cooperative effort with the Department of Defense to improve its planning, programing, and budgeting system; (2) the elimination of unnecessary reporting requirements; (3) increased congressional interest in improving the budget process as evidenced by several hearings; and (4) actions to improve congressional access to information noted by the Office of Management and Budget (OMB) and the Department of the Treasury in their annual report. However, GAO believes that significant opportunities for improvement remain. One area of particular significance is the improvement of Federal financial management processes. GAO believes that a comprehensive Government-wide approach is needed to meet the long-term goals of modernizing and integrating the fiscal, budgetary, and program information systems and services of the Federal Government. Creating an overall conceptual model of a better integrated financial management system would allow GAO to put the many individual reform efforts into better perspective and to deal with their interrelationships. In the next year, GAO plans to work with Congress and the executive branch to seek agreement on a conceptual framework for Federal financial management that can guide the reform and system modernization work. GAO will continue to work with Congress and OMB to bring about the implementation of GAO recommendations for improvements.

122791

[VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities]. NSIAD-84-28; B-205252. November 7, 1983. 2 pp. plus 1 enclosure (8 pp.).

Report to Clyde C. Cook, Assistant Deputy Administrator, Veterans Administration: Office of Procurement and Supply; by Joe

E. Totten, Group Director, GAO National Security and International Affairs Division.

Issue Area: Automatic Data Processing: Applying Technology (0101).

Contact: National Security and International Affairs Division.

Budget Function: Veterans Benefits and Services: Other Veterans Benefits and Services (705.0).

Organization Concerned: Veterans Administration; Veterans Administration: Office of Procurement and Supply.

Abstract: GAO reviewed the supply management procedures and practices at a Veterans Administration (VA) medical center. **Findings/Conclusions:** GAO obtained information which indicates that the weaknesses it identified during the review relate to systemwide procedures and computer operations throughout VA. GAO found that the cost factors used to calculate the economic order quantity (EOQ) have not been updated for 15 years, and many procurement leadtimes have been set at too high a level. GAO also found that supply analyst and computer-generated procurement decisions do not always match. Analysts order stock at 30-day intervals, but the computer generates decisions randomly based on EOQ principles. Many computer-generated decisions must be reviewed although the information is seldom used. GAO believes that VA could achieve significant savings at many centers by updating the cost and procurement leadtime factors and eliminating the differences between computer and analyst ordering intervals. **Recommendation To Agencies:** The Administrator of Veterans Affairs should clarify procedures to periodically update the costs used in medical centers' EOQ calculations. The Administrator of Veterans Affairs should develop automated systems to consistently and accurately define and update medical centers' leadtime calculations. The Administrator of Veterans Affairs should justify any ordering schedules not consistent with EOQ calculations. The Administrator of Veterans Affairs should develop procedures for minimum operating levels and fixed interval ordering levels to eliminate differences between fixed ordering intervals and computer EOQ ordering intervals.

122829

[Protest of Contract Award by Administrative Office of the U.S. Courts]. B-212356. November 15, 1983. 3 pp. plus 1 enclosure (1 p.).

Decision re: Ampex Corp.; by Milton J. Socolar, Acting Comptroller General.

Contact: Office of the General Counsel.

Organization Concerned: Ampex Corp.; Administrative Office of the United States Courts; Systems Concepts, Inc.

Authority: B-207518 (1982). B-206006 (1982). B-203581 (1981). B-201924 (1981). B-209562 (1983).

Abstract: A firm protested a contract award by the Administrative Office of the U.S. Courts to upgrade and replace a computer system. The protester argued that the awardee's bid should have been rejected because it failed to list two facilities where the awardee's hardware was operating in the environment required by the solicitation. However, the agency stated that the contracting officer reasonably concluded from the information provided by the awardee that the two references met the solicitation requirement. GAO determined that neither reference was operating its computer system in a dual processor environment as required and concluded that the awardee had not satisfied the solicitation requirement. Accordingly, the protest was sustained. GAO recommended that the agency terminate the contract for the convenience of the Government.

122846

[GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities]. IMTEC-84-5; B-207733. October 25, 1983. 6 pp.

Report to Gerald P. Carmen, Administrator, General Services Administration; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118).

Contact: Information Management and Technology Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: General Services Administration.

Authority: Automatic Data Processing Equipment Act (P.L. 89-306; 79 Stat. 1127).

Abstract: GAO reviewed the General Services Administration's (GSA) method of recovering and reporting operating expenses of the Automated Data Processing (ADP) Revolving Fund. The fund is reimbursable and is authorized to recover approximate operating costs for services provided through established programs. **Findings/Conclusions:** GAO found that, in fiscal year 1982, the fund financed about \$144 million in program activity under established programs. To ensure the financial integrity of individual fund programs and to present a reasonable statement of programmatic operating expenses, GSA periodically reviews the rates to recover approximate costs and to adjust them to ensure that each program is financially self-sufficient. GAO also found that GSA has not properly allocated appropriated costs to the fund and has not established adequate measures to assess the reasonableness of some program costs. As a result, GSA is billing agencies for some costs that are unrelated to the programs they are using, and financial reports do not reflect the true performance of fund activities. **Recommendation To Agencies:** The Administrator of General Services should clearly distinguish ADP-related activities chargeable to the fund from those that are a normal part of the GSA mission. The Administrator of General Services should clearly identify the functions performed by each unit in support of fund programs and determine whether they directly support a specific fund program or are attributable to all fund programs. The Administrator of General Services should identify the staff performing fund functions and ensure that the salary and benefit expenses for only those personnel are paid from fund revenues. The Administrator of General Services should review costs associated with rates charged to benefiting agencies to ensure they are reasonable, appropriate, and reflect approximate program costs. The Administrator of General Services should develop a method to revise user rates based on changes in actual costs. The Administrator of General Services should strengthen performance measures for individual program results by reviewing meaningful performance criteria in addition to dollar volume of business.

122849

[The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds]. GGD-84-7; B-202245. November 16, 1983. 4 pp.

Report to Rep. Ike F. Andrews, Chairman, House Committee on Education and Labor: Human Resources Subcommittee; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Law Enforcement and Crime Prevention: Improving the Availability and Effectiveness of Programs for Juveniles (0526).

Contact: General Government Division.

Budget Function: Administration of Justice: Criminal Justice Assistance (754.0).

Organization Concerned: Department of Justice; Department of Justice: Office of Juvenile Justice and Delinquency Prevention.

Congressional Relevance: House Committee on Education and Labor: Human Resources Subcommittee; Rep. Ike F. Andrews.

Authority: Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5601 et seq.).

Abstract: In response to a congressional request, GAO reviewed a proposal to fund a Missing Children and Serial Murder Tracking Program to determine whether it is eligible for funding under the special emphasis funds of the Juvenile Justice and Delinquency Prevention Act. **Findings/Conclusions:** The primary goal of the proposed program is to prevent serial murders of abducted juveniles and adults by developing a model for a national computerized system to identify and locate missing and abducted persons and victims of serial murders. GAO determined that the proposed program is not eligible for special emphasis funding because a direct connection has not been demonstrated between the program's primary purposes and the prevention of juvenile delinquency. However, certain secondary program elements dealing with research related to child exploitation are eligible for funding under another section of the act. GAO found that the Department of Justice does not plan to use special emphasis funds for the program, but has approved a related research project funded by other sources.

122852

Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly. IMTEC-84-2; B-206180. October 27, 1983. 25 pp. plus 5 appendices (39 pp.).

Report to Gerald P. Carmen, Administrator, General Services Administration; by Warren G. Reed, Director, GAO Information Management and Technology Division.

Issue Area: Automatic Data Processing: Improving How Agencies Satisfy Their Software Requirements (0116).

Contact: Information Management and Technology Division.

Budget Function: Automatic Data Processing (990.1).

Organization Concerned: General Services Administration; Government-Wide.

Authority: Automatic Data Processing Equipment Act (P.L. 89-306). Budget and Accounting Procedures Act of 1950. Federal Managers' Financial Integrity Act of 1982 (P.L. 97-255).

Abstract: GAO evaluated the adequacy and effectiveness of Federal agencies' software testing practices. **Findings/Conclusions:** Federal agencies spend billions of dollars each year to develop and maintain computer programs used for business applications. GAO found that Federal agencies generally are not managing the software testing process effectively to help ensure that the software performs its intended functions accurately and reliably. GAO believes that undetected software errors are costing agencies millions of dollars unnecessarily because such errors: (1) cost more to correct after software becomes operational; (2) often require expensive manual processing or other corrective action; and (3) sometimes result in loss of financial assets. Too often, decisions on the amount and extent of testing depend on the discretion of individuals or on time and staff limitations, not on testing policies and requirements for the agency. Software users do not always participate in the testing process, and user roles and responsibilities in testing are not always clearly defined, contributing to the development of software that does not meet user needs. Most agencies do not use software problem data to evaluate the overall effectiveness of the testing process in producing quality software. Further, Federal agencies have not taken advantage of software technology that could improve the testing process. **Recommendation To Agencies:** The heads of Federal agencies should establish written software testing policies and requirements defining the testing procedures, criteria, and techniques required before either agency- or contractor-developed software is placed into operation. These should include specific requirements

for user participation in the testing process. The heads of Federal agencies should monitor and enforce compliance with testing policies and requirements. The heads of Federal agencies should periodically evaluate the software testing process to determine: (1) its effectiveness in preventing errors and reducing costs associated with error correction; and (2) appropriate allocation of staff and computer resources to software testing. The heads of Federal agencies should identify and incorporate into the testing process those automated tools and testing techniques that can help the agency provide more thorough testing and more efficient resource use. This should include providing appropriate training on these tools and techniques. The Administrator, General Services Administration, through the Office of Software Development, should review selected software development projects in Federal agencies to identify uses and potential uses of software tools and techniques that improve testing thoroughness and efficiency. This office should then report on these reviews to provide guidance to agencies for implementing tools and techniques in their testing procedures.

122854

[Social Security Administration's Performance in Providing Public Service]. November 17, 1983. 29 pp. plus 3 attachments (47 pp.).

Testimony before the Senate Special Committee on Aging; by Joseph F. Delfico, Associate Director, GAO Human Resources Division.

Contact: Human Resources Division.

Organization Concerned: Social Security Administration.

Congressional Relevance: Senate Special Committee on Aging.

Authority: Social Security Disability Amendments of 1980 (P.L. 96-265). Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35).

Abstract: GAO discussed the operational activities of the Social Security Administration (SSA), focusing on performance of routine program operations and the SSA ability to implement newly legislated program changes. While problems include inadequate automatic data processing (ADP) resources, GAO believes that there are non-ADP factors influencing the SSA ability to perform its routine functions and respond to legislative actions. The SSA legislative mandate is frequently changed, requiring application of strained resources to implementation of changes in the agency's mission. Other areas which impose heavy workloads include work performed for other Federal agencies, responses to court decisions, and public inquiries. Problems imposed by these workloads are compounded by staff shortages at SSA; staffing data indicate that the number of positions filled at the end of the year is consistently less than the number allowed in the agency's budget. The lack of a recruitment mechanism for 9 months contributed to staffing problems, and the complexity of the SSA system for conveying instructions to personnel has contributed to problems in administering programs.

122861

The Government Printing Office Can More Effectively Manage Its General Sales Program. AFMD-84-20; B-208380. November 16, 1983. 47 pp. plus 6 appendices (23 pp.).

Report to Rep. Augustus F. Hawkins, Chairman, Joint Committee on Printing; by Charles A. Bowsler, Comptroller General.

Issue Area: Logistics Management: Improving U.S. Government Printing (3809).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Regulatory Accounting Rules and Financial Reporting (998.6).

Organization Concerned: Government Printing Office.

Congressional Relevance: Joint Committee on Printing; Rep. Augustus F. Hawkins.

Authority: 44 U.S.C. 1708.

Abstract: Pursuant to a congressional request, GAO reviewed the policies, procedures, and management of the Government Printing Office's (GPO) General Sales Program. The study examined selection, prices, and management of the documents inventory, cost accounting methods, and general operations of the program. **Findings/Conclusions:** Overall, GAO found that: (1) the program was self-sustaining in 1982 after losses in the prior 3 years; and (2) there were significant improvements in selecting documents for sale, managing inventory, and promoting the program to the public. However, GAO concluded that: (1) more management attention is needed for the bookstore operation; (2) although GPO has improved the selection of documents for sale, better data and procedures are still needed; (3) improved cost data should be used to establish document sales prices; and (4) inventories can be better managed by increased use of the automated inventory system. **Recommendation To Agencies:** The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should include the involvement of bookstore managers in the current marketing efforts being conducted, and consideration should be given to having a cost-benefit analysis performed to determine the appropriate share of marketing funds to be directed toward the bookstore operation for local sales promotion activities. The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should involve efforts to reevaluate bookstore locations to determine if the stores are in the best locations, considering costs and benefits. The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should involve efforts to make operating procedures clear and complete. Also, changes should be labeled as such and issued separately so that store managers can easily insert them in their operating manuals. The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should involve efforts to simplify bookstore recordkeeping requirements and avoid duplication. The inventory records should be automated unless the current GPO review documents that it is not cost effective. The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should include efforts to develop a training program to provide bookstore managers with the skills necessary to effectively manage their stores, including current marketing techniques. Also, the annual meetings should be continued. The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should include efforts to conduct regular field visits to ensure that bookstore personnel are performing well and are provided adequate support and supervision. The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should involve efforts to evaluate bookstore management compensation, ensuring that bookstore managers are appropriately compensated for their current duties and responsibilities. Consideration should be given to an incentive awards program. The Public Printer, GPO, should direct the Superintendent of Documents to develop an improvement program. The program should involve efforts to evaluate the practice followed since February 1982 of making temporary appointments and promotions of bookstore personnel. The Public Printer, GPO, should direct the Superintendent of Documents to develop information about the current demand for Government publications for use in the selection process through: (1) customer surveys of interest in planned publications; (2) reports from the present system on prior sales; and (3) requests to Federal agencies to supply data on potential markers which

the Office of Management and Budget requires the agencies to develop. The Public Printer, GPO, should direct the Superintendent of Documents to improve instructions for completing Forms 3868 and increase coordination with originating agencies to encourage them to submit completed Forms 3868. Consideration should be given to requesting the Joint Committee on Printing to issue a formal regulation regarding the submission of the forms in a more complete and timely manner by the agencies. The Public Printer, GPO, should direct the Superintendent of Documents to increase coordination with publishing agencies to identify planned or in-process publications and consider revising the required 1 week notice on the Form 3868 to a more realistic time period. The Public Printer, GPO, should direct the Superintendent of Documents to develop and implement detailed written procedures for Inventory Management Specialists to use in estimating the sales potential of a publication and provide training in the procedures. The Public Printer, GPO, should direct the Superintendent of Documents to request additional periodic internal audits to ensure that procedures are followed effectively. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that the printing and binding factor is based on actual costs paid by the Superintendent of Documents. This can be accomplished by use of estimates which are periodically compared to actual costs. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that the reprint costs, to the extent incurred, are identified and recovered in the pricing of documents. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that handling charge estimates are periodically adjusted to reflect actual costs for each type of document in the pricing formula. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that the unsalable publication costs, to the extent incurred, are identified and recovered in the pricing of documents. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that the postage factor is based on costs incurred for mailing a document, given its actual size and weight. Consideration should also be given to applying a separate postage charge only to those documents which are mailed. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that all future price changes are adequately supported with documented estimates of costs to be incurred. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that cost allocation percentages are updated at least annually. The GPO Comptroller and the Superintendent of Documents should develop improved cost data from the present accounting and operating systems so that detailed guidelines are developed for estimating costs for each organizational unit within the Superintendent of Documents operation. These guidelines would be based on detailed analyses of work accomplished by using the various operating statistics already available. The Public Printer, GPO, should consider requesting the Joint Committee on Printing to introduce legislation clarifying the 50-percent factor. The Public Printer, GPO, should direct the Superintendent of Documents to accelerate the current efforts to implement the automated inventory system for retail stock by October 1984, automate the bookstore inventory records unless the GPO current review provides documented support that it would not be cost effective, and consider including the data reported periodically by consigned agents and the Pueblo distribution center in the automated system. The Public Printer, GPO, should direct the Superintendent of Documents to improve reports from the

system to reflect beginning and ending balances, transfers, purchases, sales, and destructions of each publication on a cumulative basis by quarter and by year. This would reduce the manual effort needed to maintain inventory records. The Public Printer, GPO, should direct the Superintendent of Documents to develop a new excess inventory policy by major type of publications based on relevant factors such as the nature of the documents and the economics of maintaining inventory. The Comptroller should be involved in this process and the factors should be revised periodically.

122865

Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly IPE-84-1; B-213126. October 21, 1983. 132 pp. plus 13 appendices (40 pp.).

Report to Rep. Henry A. Waxman, Chairman, House Committee on Energy and Commerce; Health and the Environment Subcommittee; by Eleanor Chelmsky, Director, GAO Institute for Program Evaluation.

Issue Area: Evaluation Guidelines and Methodology: Development of Relevant, Decision-Oriented Methodological Strategies (2611).

Contact: Institute for Program Evaluation.

Budget Function: Health: Nursing Homes (551.1).

Organization Concerned: Department of Health and Human Services.

Congressional Relevance: House Committee on Energy and Commerce; Health and the Environment Subcommittee; Rep. Henry A. Waxman.

Authority: Social Security Amendments of 1972 (P.L. 92-603). Social Security Amendments of 1983 (P.L. 98-21). Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35). Omnibus Reconciliation Act of 1980 (P.L. 96-499).

Abstract: In response to a congressional request, GAO assessed Medicaid's nursing home services nationwide to provide information on the characteristics of nursing home residents, program expenditures, nursing home bed supply, and Medicaid reimbursement policies. **Findings/Conclusions:** GAO found that most nursing home residents are functionally dependent or mentally impaired and often stay very long in the nursing homes. Residents with long stays are more likely to be unmarried women with mental illness who are supported by Medicaid. There are indications that the at-risk population will grow as well as the care needs for the elderly who enter nursing homes. Medicaid expenditures for nursing home care have increased at a high rate and all States have problems financing this program. However, the amount they spend for this service varies substantially, and Federal medical assistance, while increasing spending for nursing home services in some poorer States, does not equalize expenditures across States. States reimburse nursing homes through the Medicaid program in many different ways and, across the States, the range of reimbursement rates for similar services is very wide, making cost comparisons difficult. Because most State reimbursement systems are not designed to pay the total cost of care, there is an economic incentive for nursing homes not to admit patients for whom care costs will be high. States vary widely in their ratio of nursing home beds available to elderly population. However, the rate of increase in bed supplies decreased between 1976 and 1980. There are indications of an inadequate supply of beds in the lowest-bed States and an overuse of nursing home services in the highest-bed States. Recent legislative changes to place Medicare patients in scarce nursing home beds may increase problems in Medicaid patients' access to care.

122874

[Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated]. AFMD-84-14; B-208863. November 9, 1983. 4 pp. plus 2 enclosures (12 pp.). Report to Caspar W. Weinberger, Secretary, Department of Defense; by Wilbur D. Campbell, Acting Director, GAO Accounting and Financial Management Division.

Issue Area: Accounting and Financial Reporting: Reporting Systems' Adequacy To Disclose the Results of Government Operations and To Provide Useful Information (2811).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Regulatory Accounting Rules and Financial Reporting (998.6).

Organization Concerned: Department of Defense.

Authority: 31 U.S.C. 1501. 31 U.S.C. 1108. 18 U.S.C. 1001. 18 U.S.C. 1018. 31 U.S.C. 1341.

Abstract: GAO reviewed 85 Department of Defense activities to determine whether existing internal controls adequately preclude the backdating of obligations against expired appropriations. **Findings/Conclusions:** GAO found that, although there was virtually no evidence of backdated obligation transactions at the activities reviewed, a number of internal control weaknesses need to be corrected to provide reasonable assurance that backdating does not occur. GAO noted that effective controls are needed to provide an audit trail enabling management and audit personnel to verify whether obligation transactions were finalized before the appropriation expired. **Recommendation To Agencies:** The Secretary of Defense, in those instances where backdating was detected, should determine whether 18 U.S.C. 1018 and 31 U.S.C. 1341 have been violated and take appropriated action. The Secretary of Defense, in those instances where backdating was detected, should direct that backdated obligations recorded against expired appropriations be removed from accounting records. The Secretary of Defense should require the military services to devise internal controls to help preclude backdating of obligations for stock fund requisitions, industrial fund customer orders, and contracts. At a minimum, the Navy and the Air Force should implement regulations to require that requisitions for stock fund items not be processed after the funds cited on the requisitions expire. The Secretary of Defense should require the military services to devise internal controls to help preclude backdating of obligations for stock fund requisitions, industrial fund customer orders, and contracts. At a minimum, the military services should require their industrial funds to maintain a control record showing the status of customer orders received and customer orders accepted as of the end of the fiscal year. The record should be certified by an official other than the one responsible for accepting customer orders. The Secretary of Defense should require the military services to devise internal controls to help preclude backdating of obligations for stock fund requisitions, industrial fund customer orders, and contracts. At a minimum, the military services should require a statement that specifies a final cutoff for contracts in process not signed by yearend. The reconciliation statement should be certified by a responsible official.

122878

Implications of Joint NASA/DOD Participation in Space Shuttle Operations. NSIAD-84-13; B-205335. November 7, 1983. Released November 23, 1983. 35 pp. plus 4 appendices (8 pp.). Report to Rep. Jack Brooks, Chairman, House Committee on Government Operations; by Charles A. Bowsher, Comptroller General.

Issue Area: Communications: Expenditures for Defense C3 Systems Development, Acquisition, and Use (3708).

Contact: National Security and International Affairs Division.

Budget Function: National Defense: Department of Defense - Military (Except Procurement and Contracting) (051.0); General Science, Space, and Technology: Space Flight (253.0).

Organization Concerned: Department of Defense; Department of the Air Force; National Aeronautics and Space Administration.

Congressional Relevance: House Committee on Government Operations; Rep. Jack Brooks.

Authority: Aeronautics and Space Act (P.L. 85-568). Department of Defense Reorganization Act of 1958.

Abstract: Pursuant to a congressional request, GAO provided its assessment of joint National Aeronautics and Space Administration (NASA) and Department of Defense (DOD) participation in space shuttle operations and Air Force activities concerned with developing and acquiring a dedicated DOD shuttle operations control facility. **Findings/Conclusions:** GAO found that, with the advent of the space shuttle, a trend has developed toward increasingly integrated NASA/DOD space operations. However, this relationship is complicated by the agencies' differing missions and objectives. This is particularly true with respect to DOD requirements for classified operations. A large portion of the cost burden for many military shuttle requirements is being borne by NASA, and extensive, long-term NASA support to DOD will be required for launch and landing operations, tracking and data acquisition services, and backup to DOD mission control systems. While NASA support to DOD is growing, the civilian program's future direction is not clear because the organization of future shuttle operations is undecided, and overall civilian space goals are still being defined. With the assistance of NASA, DOD is developing a shuttle operations and planning complex to be used solely for military missions. The complex would be equipped with the higher levels of security needed for such missions and would provide direct and exclusive military control of shuttle flight operations. However, GAO found that the development costs and system design options being considered for the complex could reduce the mission effectiveness of DOD. **Recommendation To Congress:** Congress should consider requiring the reestablishment of a mechanism similar to the disbanded National Aeronautics and Space Council, as discussed in an Office of Technology Assessment report, to obtain high level attention to space matters and achieve balanced agency interaction. **Recommendation To Agencies:** The Administrator of NASA, in consultation with the Secretary of Defense, should assist Congress by expediting efforts to define how a fully operational shuttle program will be managed and controlled in the future. Such a definition should include: (1) agency roles and responsibilities; (2) performance criteria for the shuttle system which clearly define both the defense and civil capabilities and interoperability requirements; and (3) alternatives for providing backup capability for the DOD space program. The Secretary of Defense should direct the Air Force to defer shuttle operations and planning complex implementation until NASA and DOD fully identify the systems configuration needed to support a fully operational shuttle system. The Secretary of Defense should direct the Air Force to establish and validate functional system requirements which accurately reflect the DOD full exploitation operational concept, taking into consideration the eventual shuttle operations system configuration.

122887

[Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems]. B-115398. April 18, 1983. 2 pp. plus 1 enclosure (1 p.). Letter to Heads of Federal Agencies; by Charles A. Bowsher, Comptroller General.

Contact: Office of the Comptroller General.

Organization Concerned: General Accounting Office; Government-Wide.

Authority: Federal Managers' Financial Integrity Act of 1982 (31 U.S.C. 3512(a) et seq.).

Abstract: To increase the effectiveness of its review process, the GAO approval operation will be limited to the approval of the operating accounting system. It will no longer try to approve agency statements of accounting principles and standards and designs of accounting systems. GAO will maintain and promulgate the principles and standards and related requirements for accounting to be observed by each executive agency. Upon request, GAO will continue to provide consultative assistance to agencies in the development and operation of their systems. GAO will formally approve only complete accounting systems in accordance with stated criteria and will occasionally examine the overall effectiveness of accounting systems in operation. Finally, GAO will elicit the assistance of the Inspectors General in helping agencies to design and operate effective accounting systems.

122892

Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses. AFMD-84-2; B-164292. November 22, 1983. 2 pp. plus 2 appendices (4 pp.).

Report to Congress; by Milton J. Socolar, Acting Comptroller General.

Issue Area: Accounting and Financial Reporting: Operations, Financial Position, and Changes in Financial Position (2802).

Contact: Accounting and Financial Management Division.

Budget Function: Financial Management and Information Systems: Regulatory Accounting Rules and Financial Reporting (998.6); Undistributed Offsetting Receipts: Employer Share, Employee Retirement (951.0).

Organization Concerned: Pension Benefit Guaranty Corp.; Department of Labor.

Congressional Relevance: Congress.

Authority: 31 U.S.C. 9105.

Abstract: GAO is required to audit the financial statements of the Pension Benefit Guaranty Corporation (PBGC) at least once every 3 years. GAO reduced the scope of the 1983 audit and evaluated only the status of the PBGC improvement programs to correct previous accounting and internal control problems. **Findings/Conclusions:** GAO conducted two previous audits of PBGC for the years ended September 30, 1977 and 1980. During those audits, major accounting and internal control weaknesses were encountered which resulted in the inability of GAO to verify material account balances or express an opinion on the fair presentation of financial statements. Regarding the recent audit, GAO found that, although some corrective measures are in process to satisfy previous GAO recommendations, they have not progressed far enough for their potential effectiveness to be assessed. PBGC had not completed preparation of its fiscal year 1983 financial statements at the time of the recent audit and another audit is planned for 1984. In the interim, GAO plans to monitor the progress of the PBGC improvement programs.

122958

[Bonneville Power Administration Control System's Computer Security]. B-211147. March 18, 1983. Released November 14, 1983. 3 pp.

Report to Peter T. Johnson, Administrator, Bonneville Power Administration; by Walter H. Henson, Regional Manager, GAO Field Operations Division: Regional Office (Seattle).

Issue Area: Automatic Data Processing: Effectiveness of the Management of Automated Information Resources Used in Support of Agency Missions (0118); Energy: Improving Energy Organization and Decisionmaking (1638).

Contact: Field Operations Division: Regional Office (Seattle).

Budget Function: Security of ADP Systems (990.6); Automatic Data Processing (990.1).

Organization Concerned: Department of Energy; Bonneville Power Administration.

Congressional Relevance: House Committee on Appropriations: Energy and Water Development Subcommittee; House Committee on Interior and Insular Affairs: Mining, Forest Management, and Bonneville Power Administration Subcommittee.

Authority: OMB Circular A-71.

Abstract: As part of its study of automatic data processing management at the Bonneville Power Administration (BPA), GAO reviewed computer security at the control system's Dittmer computer center. **Findings/Conclusions:** GAO found that, although BPA has made some progress toward developing and implementing a computer security program agencywide, it needs to do more. Recently, BPA appointed a computer protection program manager, identified critical and sensitive data processing systems, and assessed risks and threats to the computer center. However, during its review of the center, GAO found that: (1) written computer security procedures had not been developed or implemented; (2) an automatic fire suppression system had not been installed; (3) physical access to the facility was not appropriately restricted; and (4) a contingency plan for implementation in the event that the computer becomes nonoperational had not been fully developed. GAO concluded that BPA must correct these problems at the computer center before it can fully install a computer security program. **Recommendation To Agencies:** The Administrator of BPA should, after the security program is implemented, direct the chief auditor to periodically review the computer center's security program's implementation and its compliance with Office of Management and Budget Circular A-71 Transmittal Memorandum Number 1 and Department of Energy Order 1360.2. The Administrator of BPA should develop a time-phased action plan and feedback procedures to: (1) complete the Dittmer computer center security procedures; (2) install a fire suppression system at the computer center; (3) evaluate Division of System Operations policies and procedures regarding physical access to the computer center; and (4) complete, implement, and test the computer center's contingency plan.

122961

Further Improvements Needed in Processing Tax Regulations. GGD-84-12; B-209685. December 1, 1983. 2 pp. plus 7 appendices (30 pp.).

Report to Donald T. Regan, Secretary, Department of the Treasury; by William J. Anderson, Director, GAO General Government Division.

Issue Area: Tax Administration: Efficiency and Effectiveness of IRS in Assisting Taxpayers to Understand and Meet Their Federal Tax Requirements (2717).

Contact: General Government Division.

Budget Function: General Government: Tax Administration (803.1).

Organization Concerned: Department of the Treasury; Internal Revenue Service.

Congressional Relevance: House Committee on Ways and Means: Select Revenue Measures Subcommittee.

Abstract: Pursuant to a congressional request, GAO examined the growing backlog of tax regulations and concerns that Internal Revenue Service (IRS) budget constraints might be contributing to the backlog. **Findings/Conclusions:** GAO found that the primary cause of growth in the backlog was an inadequate number of attorneys in the Department of the Treasury. Despite recent improvements, including the assignment of additional attorneys to work on tax regulations, GAO believes that prospects are not

good for eliminating the backlog. **Recommendation To Agencies:** The Secretary of the Treasury, in consultation with the Commissioner of Internal Revenue, should experiment with publishing proposed Category 1 regulations in the notice stage for public comment without prior Treasury review. The Secretary of the Treasury, in consultation with the Commissioner of Internal Revenue, should refine the management information system in IRS and Treasury to: (1) highlight long-delayed projects; and (2) provide information on staff time devoted to each project. This additional management information should be used to expedite delayed projects and help assess whether more staff is needed.

122985

[Protest of Capability Requirement Addition to Awarded Contract]. B-211273. December 5, 1983. 4 pp.

Decision re: Lawyers Cooperative Publishing Co.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Lawyers Cooperative Publishing Co.; Administrative Office of the United States Courts; West Publishing Co.

Authority: Automatic Data Processing Equipment Act (40 U.S.C. 759). 61 Comp. Gen. 42. 57 Comp. Gen. 285. 62 Comp. Gen. 23. 57 Comp. Gen. 567. Air-A-Plane Corp. v. United States, 408 F.2d 1030 (Ct. Cl. 1968).

Abstract: A firm protested the modification of a contract awarded to another firm under a request for proposals issued by the Administrative Office of the U. S. Courts. The contract was for a full-text, computer-assisted legal research system for the Federal judiciary for fiscal year 1983. The protester contended that the addition of a citation verification service to the awardee's contract was a change which violated the competitive procurement statutes. Although contract modifications generally are the responsibility of the procuring agency in administering the contract, GAO reviewed this protest because the protester alleged that the contract modification went beyond the contract's scope and should have been the subject of a new procurement. However, GAO determined that: (1) the modified contract was substantially the same as the contract that was competed, so the modification did not exceed the contract's scope; and (2) the modification was not outside the contract's purpose of obtaining legal research through the use of computers. Accordingly, the protest was denied.

122999

[Protests of Corps of Engineers' Rejections of Proposals]. B-211063, B-211063.2, B-211063.3. December 6, 1983. 5 pp.

Decision re: Radix II, Inc.; TWC Energy Systems, Inc.; Foley Co.; Alfred Engineering, Inc.; H&H Electric, Inc.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Department of the Army: Corps of Engineers: Omaha, NE; Radix II, Inc.; TWC Energy Systems, Inc.; Alfred Engineering, Inc.; H&H Electric, Inc.; Foley Co.

Authority: 4 C.F.R. 21.2(b)(1). B-208133 (1983). B-190143 (1978). B-184924 (1976). B-197123 (1980).

Abstract: Five firms protested the rejection of their proposals submitted under an Army Corps of Engineers request for technical proposals (RFTP) for an energy monitoring and control system. Additionally, one firm protested the rejection of its alternate proposal. Of this group, one firm was the electronics and software supplier of the others. Corps evaluation personnel concluded that four proposals contained insufficient information regarding their applications software. The protesters responded that the RFTP specifications were ambiguous and contradictory. GAO found

that this contention was not for consideration, because it was raised after the offerers' proposals were rejected and, therefore, was untimely. Concerning the rejection of the proposals as technically unacceptable, GAO has held that the evaluation of proposals is a matter of administrative discretion by the contracting agency and will not be disturbed unless shown to be arbitrary or in violation of procurement laws and regulations. Further, the protester must affirmatively prove his case. GAO agreed with the agency that the offerer should show in detail what software would be provided and how it would accomplish the required tasks. GAO stated that a blanket promise to provide all software as required was not an adequate response to the RFTP which required descriptive information. GAO also considered the protest of the rejection of one firm's alternate proposal and found that it was unacceptable for numerous reasons, including the fact that the proposal restated the RFTP without showing how the programs would work or accomplish their purposes. Accordingly, the protests were denied in part and dismissed in part.

123059

[Protest of Army Refusal To Consider Attempted Offer]. B-210792. December 14, 1983. 3 pp.

Decision re: Arwell Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Arwell Corp.; Department of the Army: Army Communications and Electronics Materiel Readiness Command, Fort Monmouth, NJ.

Authority: F.P.R. 1-4.1109-6. D.A.R. 4-1104.6. B-198094 (1980). B-209477 (1983).

Abstract: A firm protested the Army Communications and Electronics Command's refusal of its offer for used automatic data processing equipment in response to a synopsis in the Commerce Business Daily (CBD). The protester contended that a copy of a request for quotations (RFQ) was needed to respond to the CBD synopsis but that the Army refused to furnish the RFQ to the protester because the firm could only offer remanufactured equipment. The protester argued that used, remanufactured equipment meeting current standards was equivalent to new equipment, and its position was supported by a prior GAO decision. GAO found that: (1) in the absence of an unreasonable determination of its procurement needs, the Army need not provide the protester with an RFQ copy when the protester could not satisfy the Army requirement; and (2) the authority on which the protester relied did not support the idea that remanufactured and new equipment were necessarily equal. Accordingly, the protest was denied.

123092

[Request for Reconsideration of Sustained Protest Against Army Contract Award]. B-212018.3, B-212018.4, B-212018.5, B-212018.6. December 19, 1983. 5 pp.

Decision re: Amdahl Corp.; Vion Corp.; by Milton J. Socolar, (for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: Amdahl Corp.; Department of the Army; International Business Machines Corp.; Vion Corp.

Authority: 4 C.F.R. 21.11. B-212018 (1983). B-212018.2 (1983). B-207022 (1982). B-193604 (1979). B-191195 (1978). D.A.R. 3-805.3(c).

Abstract: The Army requested reconsideration of a GAO decision which sustained a protest of a contract award for the acquisition of a computer. GAO sustained the original protest because the solicitation's requirements had sufficient latitude in their common, ordinary meanings to include all of the interested parties'

interpretations, and it recommended that the Army clarify the solicitation's requirements and consider terminating the contract. However, the parties continued to have different interpretations of the solicitation's requirements. Upon review, GAO held that: (1) the solicitation's specifications were still ambiguous because they were subject to more than one reasonable interpretation; and (2) corrective action should not be taken by the Army because the costs of terminating the contract would not be in the best interest of the Government. Accordingly, the protest was sustained, but the recommendation for corrective action was withdrawn.

123135

[Protests of Navy RFP]. B-211240. December 27, 1983. 4 pp.
Decision re: MASSTOR Systems Corp.; by Harry R. Van Cleve,
(for Charles A. Bowsher, Comptroller General).

Contact: Office of the General Counsel.

Organization Concerned: MASSTOR Systems Corp.; Department of the Navy: Naval Data Automation Command: Navy Automatic Data Processing Selection Office; Amdahl Corp.; Vion Corp.

Authority: 4 C.F.R. 21.2(a). 4 C.F.R. 21.2(b)(1). 55 Comp. Gen. 1019. B-189551 (1978). B-201890 (1981). B-202021 (1982).

Abstract: A firm filed a protest in connection with Navy request for proposals (RFP) for a large-scale computer system which included a mass storage device. The protester, a supplier of mass storage equipment, contended that this equipment was appropriate for breakout as a separate item and contended that the Navy's insistence upon a single prime contractor violated a requirement for maximum practicable competition. The Navy stated that breaking out components of this procurement would require additional time and resources and that the use of multiple vendors could jeopardize the integrity of the system. In addition, the Navy argued that the protester could have competed for the contract either as a prime contractor or subcontractor and was not, therefore, excluded from the competition. GAO stated that this protest concerned a matter within the discretion of the contracting agency. GAO will not disturb such decisions absent a showing that the determination lacks a reasonable basis. GAO found that the Navy's concern for the integrity and performance of the system provided a reasonable basis for its actions. Accordingly, this aspect of the protest was denied. Two other firms argued that a requirement in the RFP limited the procurement to one supplier for major components and prevented them from teaming with the other protester for the contract. GAO considered these protests to be untimely and would not consider the main protester's challenge to the propriety of the requirement since it lacked the requisite degree of interest because it was not a vendor of the equipment in question. Accordingly, the protests were denied in part and dismissed in part.

123269

GAO Research Guide: Electronic Data Processing. OLS-83-3. August 1983. 14 pp.
by Audit Reference Services Branch, GAO Office of Library Services.

Contact: Office of Library Services.

Abstract: This bibliography is a guide to basic reference works on the subjects of computer software, hardware, telecommunications, and automatic data processing (ADP) management prepared for the use of individuals who wish to do research in the area of ADP. Sources for standards and conferences are also included.

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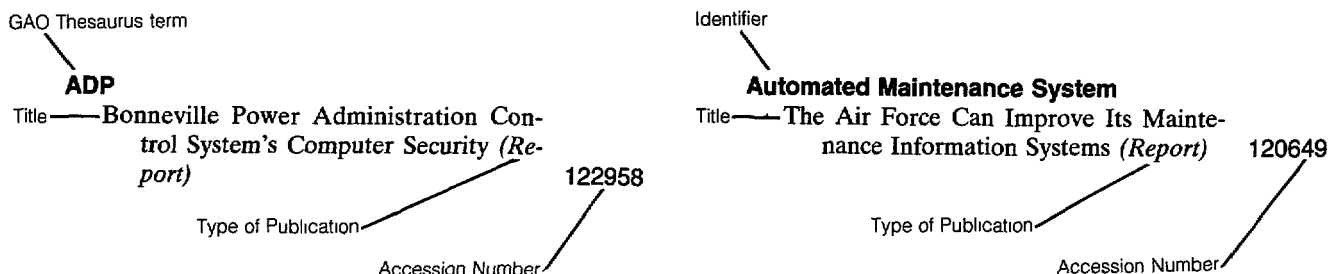
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**INDEX
SECTION**

SUBJECT INDEX

Documents are indexed under approved GAO Thesaurus terms as well as freely assigned identifiers including geographic locations, programs, and other proper names.

SAMPLE ENTRY



A-10 Aircraft

Need To Examine ALR-74 Radar Warning Receiver Program Schedule (Report) 117777

Accounting errors

Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (Report) 120574

Accounting procedures

Selected GSA Real Property Operations Contain Internal Control Weaknesses (Report) 120350

Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (Report) 120574

Problems With Uniform Payroll System Reported by DOT Employees (Report) 121645

The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (Report) 122753

Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (Letter) 122887

Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (Report) 122892

Accounting systems

Regulating Domestic Telecommunications Common Carriers (Testimony) 116445

Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 (Report) 120266

Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (Report) 121677

Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (Report) 121748

Export-Import Bank's Exporter Insurance Program (Report) 121848

Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (Report) 121952

The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (Report) 122000

Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (Report) 122344

Accounts payable

The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (Report) 122753

Accounts receivable

The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (Report) 122753

Ada Computer Language

DOD Should Change Its Approach to Reducing Computer Software Proliferation (Report) 121721

Administrative errors

Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (Report) 120537

Administrative expenses

Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (Report) 121954

Administrative law judges

Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (Report) 121722

Administrative remedies

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (Report) 120270

ADP

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (Report) 120270

Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (Report) 120438

The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (Report) 120570

Budget Estimates for FY 1984 (Testimony) 120644

Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (Report) 120681

Protest of Issuance of HHS Purchase Order (Decision) 120695

U.S. Preparations for the 1983 Regional Administrative Radio Conference (Testimony) 120767

U.S. Preparations for an International Conference on Broadcast Satellites (Report) 120788

Protest of Cost-Plus-Fixed-Fee Contract Award (Decision) 120827

Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971	DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (<i>Report</i>)	122147	Advance Location Strike System	
Automation in the Workplace (<i>Testimony</i>)	121044	The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158	Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619
General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (<i>Testimony</i>)	121137	Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171	Advanced weapons systems	
Protests of Federal Maritime Commission Contract Award (<i>Decision</i>)	121146	Computer Technology at IRS: Present and Planned (<i>Staff Study</i>)	122292	Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (<i>Report</i>)	122690
Request for Reconsideration (<i>Decision</i>)	121196	Software Problems in the Development of the Defense Fuel Automated Management System (<i>Report</i>)	122298	Advertised contracts	
Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202	Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>)	122347	Protest of Sole-Source FAA Contract Award (<i>Decision</i>)	121875
Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121236	Protest of USDA Issuance of Delivery Order (<i>Decision</i>)	122392	Aerospace contracts	
Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241	Request for Review of Delaware Contract Award (<i>Decision</i>)	122432	Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (<i>Staff Study</i>)	120320
Protest of Commerce Contract Award (<i>Decision</i>)	121246	Review of the Government Printing Office's Cost Estimate for the Cooperative Map Program (<i>Report</i>)	122545	Aerospace research	
Oversight and Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121311	Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555	Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878
Protest Alleging Restrictive RFP Provisions (<i>Decision</i>)	121321	EDP Auditing: An Annotated Bibliography (<i>Other</i>)	122606	Agency evaluation	
Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (<i>Report</i>)	121351	GAO ADP Data Lines: Issue No. 1 (<i>Other</i>)	122631	Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241
Protest of Navy Refusal To Consider Revised Proposal (<i>Decision</i>)	121366	GAO ADP Data Lines: Issue No. 2 (<i>Other</i>)	122632	Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (<i>Report</i>)	121242
Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367	GAO ADP Data Lines: Issue No. 3 (<i>Other</i>)	122633	Export-Import Bank's Exporter Insurance Program (<i>Report</i>)	121848
Protest of USIA Contract Award (<i>Decision</i>)	121385	GAO ADP Data Lines: Issue No. 4 (<i>Other</i>)	122634	Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001
Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414	The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (<i>Report</i>)	122663	Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (<i>Report</i>)	122852
A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (<i>Other</i>)	121480	Opportunities To Improve Geological Survey's ADP Information Resources Management (<i>Report</i>)	122673	Agency missions	
Protest of Navy Evaluation Criteria (<i>Decision</i>)	121481	Followup of Guam's Administration of Its Income Tax Program (<i>Report</i>)	122685	The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492
DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	Computer Security in the Federal Government (<i>Testimony</i>)	122730	The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (<i>Report</i>)	120222
Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748	GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (<i>Report</i>)	122846	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290
Protest of Issuance of DLA Purchase Order (<i>Decision</i>)	121759	Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (<i>Report</i>)	122852	The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455
EDP Audit Career Paths (<i>Speech</i>)	121800	Social Security Administration's Performance in Providing Public Service (<i>Testimony</i>)	122854	Budget Estimates for FY 1984 (<i>Testimony</i>)	120644
Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904	Bonneville Power Administration Control System's Computer Security (<i>Report</i>)	122958	Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (<i>Report</i>)	120681
Suitability of the MUMPS Language for Government Agencies (<i>Letter</i>)	121943	GAO Research Guide: Electronic Data Processing (<i>Other</i>)	123269		
Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (<i>Report</i>)	121952				
Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078				

- Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717
- Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720
- U.S. Preparations for the 1983 Regional Administrative Radio Conference (*Testimony*) 120767
- U.S. Preparations for an International Conference on Broadcast Satellites (*Report*) 120788
- The Functions and Activities of the Arms Control and Disarmament Agency (*Testimony*) 120889
- Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202
- Reauthorization of the Paperwork Reduction Act (*Testimony*) 121236
- Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (*Report*) 121242
- Oversight and Reauthorization of the Paperwork Reduction Act (*Testimony*) 121311
- Aviation Safety Hazards (*Testimony*) 121329
- Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351
- Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (*Report*) 121414
- Stronger Direction Needed for the National Earthquake Program (*Report*) 122001
- Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (*Staff Study*) 122059
- The FBI Has Improved Its Fingerprint Identification Service (*Report*) 122157
- Retrenchment and Redirection at the Office of Personnel Management (*Report*) 122332
- The Effects of Changes in the Telecommunications Industry on FCC Operations (*Testimony*) 122443
- Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729
- Progress in Improving Program and Budget Information for Congressional Use (*Report*) 122783
- Implications of Joint NASA/DOD Participation in Space Shuttle Operations (*Report*) 122878
- Agency proceedings**
- The Federal Communications Commission's International Telecommunications Activities (*Report*) 118209
- Management of the Federal Emergency Management Agency (*Report*) 120290
- Agency reports**
- Budget Estimates for FY 1984 (*Testimony*) 120644
- ADP Bibliography**
- Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (*Report*) 120925
- A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (*Other*) 121480
- Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (*Report*) 121690
- Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954
- Progress in Improving Program and Budget Information for Congressional Use (*Report*) 122783
- Agricultural assistance**
- Food Bibliography (*Other*) 121341
- Agricultural industry**
- How the Content of the Agricultural and Economic Censuses Is Determined and Used (*Report*) 122484
- Agricultural policies**
- Food Bibliography (*Other*) 121341
- Agricultural programs**
- Food Bibliography (*Other*) 121341
- Air defense systems**
- Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230
- Air Force 1750A Military Computer Program**
- DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721
- Air Force Equipment Management System**
- The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000
- Air Force procurement**
- Procurement of DSCS II Satellites F-17 and F-18 (*Report*) 109125
- Protest Involving Contract Award (*Decision*) 112246
- DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856
- Protest of Air Force Contract Award (*Decision*) 120001
- Request for Reconsideration (*Decision*) 120421
- Continued Improvements Needed in Air Force Procedures and Practices (*Report*) 120536
- Protest of Cost-Plus-Fixed-Fee Contract Award (*Decision*) 120827
- Protest of Air Force Contract Award to Any Other Firm (*Decision*) 121067
- Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (*Decision*) 121070
- Protest of Bid Rejection by Air Force (*Decision*) 121143
- Status of the Phase IV Base Level Computer Replacement Program (*Report*) 121147
- Protest Alleging Air Force RFP Restricts Competition (*Decision*) 121619
- Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667
- The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000
- The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (*Report*) 122158
- Protest of Air Force Contract Award (*Decision*) 122393
- Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651
- Air traffic controllers**
- FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
- Air transportation operations**
- FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
- A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928
- Airborne operations**
- Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732
- Airborne Warning and Control System**
- Request for Reconsideration (*Decision*) 120421
- Aircraft accidents**
- Aviation Safety Hazards (*Testimony*) 121320
- Aircraft components**
- DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856
- Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (*Report*) 121237

- Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667
- Airline regulation**
A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928
- Airports**
A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928
- Alcohol fuels**
Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729
- Alien Student Loan and Grant Fraud Project**
Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039
- Allocation (Government accounting)**
President's Third Special Message for FY 1981 (*Report*) 114441
- ALR-74 Radar Warning Receiver**
Need To Examine ALR-74 Radar Warning Receiver Program Schedule (*Report*) 117777
- Anti-inflation Program**
Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (*Staff Study*) 122059
- Applicant Data System**
Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351
- Appropriated funds**
Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717
Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720
The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (*Report*) 122849
Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (*Report*) 122874
- Archives**
Potential Impact of National Archives and Records Service Budget Reductions (*Report*) 117322
- Arms control agreements**
The Functions and Activities of the Arms Control and Disarmament Agency (*Testimony*) 120889
Controlling Exports of Dual-Use Nuclear-Related Equipment (*Report*) 122594
- Army Division Level Data Entry Device Program**
Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347
- Army facilities**
Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (*Report*) 121952
- Army MCF Military Computer Program**
DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721
- Army personnel**
Claim for Reimbursement for Telephone Reconnection (*Decision*) 106308
- Army procurement**
Protest of Army Contract Award (*Decision*) 112706
Protest of Army Contract Award (*Decision*) 113258
Protest of Conversion Cost Evaluation Criteria (*Decision*) 118317
Protest of Army Contract Award (*Decision*) 118421
Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (*Report*) 120622
Protest of Proposed Army Contract Award (*Decision*) 121008
Protest of Defense Contract Award (*Decision*) 121199
Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (*Report*) 121237
Claim for Payment by Virtue of Assignment of Proceeds (*Decision*) 121383
U.S. Army/Julie Research Laboratories, Inc. (*Testimony*) 121560
Protest of Proposed Award of Army Contract (*Decision*) 121760
Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (*Decision*) 121787
Protest of Army Failure To Refer Matter of Capability to SBA (*Decision*) 122179
- Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347
Protest of Sole-Source Army Contract Award (*Decision*) 122558
Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (*Report*) 122639
Protests of Corps of Engineers' Rejections of Proposals (*Decision*) 122999
Protest of Army Refusal To Consider Attempted Offer (*Decision*) 123059
Request for Reconsideration of Sustained Protest Against Army Contract Award (*Decision*) 123092
- Attendance records**
Problems With Uniform Payroll System Reported by DOT Employees (*Report*) 121645
- Attrition rates**
Attrition of Scientists at Three Regulatory Agencies (*Report*) 120248
- Audit reports**
Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717
Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720
Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (*Report*) 122892
- Auditing and Financial System**
Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (*Report*) 120438
- Auditing procedures**
Improvements Needed in Internal Controls at the National Finance Center (*Report*) 120520
Department of Energy Management of the Strategic Petroleum Reserve (*Testimony*) 121487
Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (*Report*) 122344
EDP Auditing: An Annotated Bibliography (*Other*) 122606
Telecommunications Security and Privacy (*Testimony*) 122613
- Auditing standards**
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619

- Auditing systems**
 Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (*Report*) 120438
 EDP Audit Career Paths (*Speech*) 121800
- Auditors**
 EDP Audit Career Paths (*Speech*) 121800
- Authorization**
 Comments on H.R. 3229 and H.R. 3240 (*Letter*) 115445
- AUTODIN (Automatic Digital Network)**
 DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (*Report*) 122147
- Automated Maintenance System**
 The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649
- Automated systems**
 Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
 Protest of Cancellation of IFB Issued by USDA (*Decision*) 120376
 Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (*Report*) 120537
 Protest of Rejection of Bid by Labor (*Decision*) 120584
 Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (*Report*) 120622
 Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (*Report*) 120655
 FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
 Protest of Navy Contract Award (*Decision*) 121298
 Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (*Report*) 121476
 Department of Energy Management of the Strategic Petroleum Reserve (*Testimony*) 121487
 U.S. Army/Julie Research Laboratories, Inc. (*Testimony*) 121560
 Problems With Uniform Payroll System Reported by DOT Employees (*Report*) 121645
 Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646
- Vocational Education and the Robotics Revolution (*Other*) 121707
 Opportunities for Improving the Management of DOD Computer Systems (*Testimony*) 121729
 Export-Import Bank's Exporter Insurance Program (*Report*) 121848
 Improvements in Certain District of Columbia Public Schools' Administrative Operations (*Report*) 121998
 The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000
 DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (*Report*) 122147
 Computer Technology at IRS: Present and Planned (*Staff Study*) 122292
 Software Problems in the Development of the Defense Fuel Automated Management System (*Report*) 122298
 Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
 EDP Auditing: An Annotated Bibliography (*Other*) 122606
 The Present State of the U.S. Postal Service (*Testimony*) 122611
 Development of Fire Support Command and Control Systems by the Army and the Marine Corps (*Report*) 122638
 Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (*Report*) 122639
 Federal Reserve Pricing of Its Check Clearing Services (*Testimony*) 122655
 Department of Defense Spare Parts Procurement Practices (*Testimony*) 122681
 Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729
 VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (*Report*) 122791
- Automatic Data Processing Equipment Replacement Program**
 Software Problems in the Development of the Defense Fuel Automated Management System (*Report*) 122298
- Automatic Data Processing Revolving Fund**
 Contracting for Computer Teleprocessing Services Can Be Improved (*Report*) 121904
 GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (*Report*) 122846
- Aviation**
 Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation (*Report*) 107517
 Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230
- Aviation Safety Analysis System**
 Aviation Safety Hazards (*Testimony*) 121320
- Bank management**
 Federal Reserve Pricing of Its Check Clearing Services (*Testimony*) 122655
- Banking law**
 Federal Reserve Pricing of Its Check Clearing Services (*Testimony*) 122655
- Bankruptcy**
 Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677
- Basic ordering agreements**
 Protest of USDA Issuance of Delivery Order (*Decision*) 122392
- Benchmark testing**
 Protest of Army Contract Award (*Decision*) 113258
 Protest of INS Contract Award (*Decision*) 118429
 Protest of OPM Solicitation (*Decision*) 120336
 Protest of Navy Actions in Connection With RFP (*Decision*) 121164
 Contracting for Computer Teleprocessing Services Can Be Improved (*Report*) 121904
 Protest of Elimination From Competitive Range (*Decision*) 122360
- Best and final offers**
 Protest Involving Contract Award (*Decision*) 112246
 Protests of Commerce Contract Award (*Decision*) 121075
 Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (*Decision*) 121787
- Bid errors**
 Protest of Issuance of DLA Purchase Order (*Decision*) 121759
- Bid modifications**
 Protest Against Agency Refusal To Accept Bid Modification (*Decision*) 113972

Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974
 Protest of USIA Contract Award (*Decision*) 121385

Protest of Army Failure To Refer Matter of Capability to SBA (*Decision*) 122179
 Protest of Contract Award by Administrative Office of the U.S. Courts (*Decision*) 122829

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121281
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121282

Bid preparation cost claims

Protest of SSA Contract Award (*Decision*) 121348
 Protest of SSA Contract Award (*Decision*) 122285

Bidder responsiveness

GSA Contract Award Protest (*Decision*) 116756
 Protest of Proposed Award of Army Contract (*Decision*) 121760

Budget authority rescission

President's Third Special Message for FY 1981 (*Report*) 114441

Bid protests

Protest of Agency Refusal To Amend Solicitation (*Decision*) 116192

Billing procedures

Certification Requirements for "Short-Haul" Telephone Toll Calls (*Decision*) 105051
 Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (*Report*) 120655
 The District of Columbia Can Pay More Vendors on Time (*Report*) 120970

Budget cuts

Potential Impact of National Archives and Records Service Budget Reductions (*Report*) 117322
 The Federal Communications Commission's International Telecommunications Activities (*Report*) 118209
 The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (*Report*) 120222
 Attrition of Scientists at Three Regulatory Agencies (*Report*) 120248
 Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (*Report*) 120270
 DOE's Decision To Defederalize the Bartlesville Energy Technology Center (*Report*) 120772
 Retrenchment and Redirection at the Office of Personnel Management (*Report*) 122332
 Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (*Report*) 122555

Bid protests reconsiderations

Request for Reconsideration (*Decision*) 121196
 Request for Reconsideration (*Decision*) 121324
 Second Request for Reconsideration (*Decision*) 122658

Black lung disease

Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646

Bid rejection protests

Protest of Rejection of Bid by Labor (*Decision*) 120584
 Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974
 Protest of Bid Rejection by Air Force (*Decision*) 121143
 Protest of Navy Actions in Connection With RFP (*Decision*) 121164
 Protest of Commerce Contract Award (*Decision*) 121246
 Protest of Navy Refusal To Consider Revised Proposal (*Decision*) 121366
 Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121766
 Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121950
 Protest of Army Failure To Refer Matter of Capability to SBA (*Decision*) 122179
 Protest of Elimination From Competitive Range (*Decision*) 122360
 Protest of Quotation Rejection by Navy (*Decision*) 122569
 Protests of Corps of Engineers' Rejections of Proposals (*Decision*) 122999

Block grants

Budget Estimates for FY 1984 (*Testimony*) 120644

Broadcasting industry

Need To Control Federal Warning System Proliferation (*Report*) 099379
 Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651

Budget deficit

Budget Reform and the Federal Financial Management System (*Speech*) 122552

Budget activities

Inquiry Into Allegations of Improperities at the National Telecommunications and Information Administration (*Report*) 120040

Budget obligations

Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (*Report*) 122874

Budget authority

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121276
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121277
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121278
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121279
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121280

Budget outlays

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121276
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121277
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121278
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121279
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121280

Bidder eligibility

Protest of Issuance of HHS Purchase Order (*Decision*) 120695

Bidder responsibility

Protest Involving Contract Award (*Decision*) 112246
 Protest of Army Contract Award (*Decision*) 112706

Subject Index

Coal

Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121281	Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (<i>Report</i>)	122639	Citizenship Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (<i>Report</i>)	121039
Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121282	Cancer research Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Report</i>)	122524	Civil service pensions A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515
Status of Major Acquisitions as of September 30, 1982 (<i>Staff Study</i>)	122296	Career planning EDP Audit Career Paths (<i>Speech</i>)	121800	Civil Service Retirement and Disability Fund Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748
Budget receipts Followup of Guam's Administration of Its Income Tax Program (<i>Report</i>)	122685	Cash management Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655	Claims adjudicators The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (<i>Report</i>)	122663
Budgeting A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	Census A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552	Claims processing Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202
Budget Estimates for FY 1984 (<i>Testimony</i>)	120644	The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570	Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (<i>Report</i>)	121646
U.S. Preparations for the 1983 Regional Administrative Radio Conference (<i>Testimony</i>)	120767	How the Content of the Agricultural and Economic Censuses Is Determined and Used (<i>Report</i>)	122484	The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (<i>Report</i>)	122663
U.S. Preparations for an International Conference on Broadcast Satellites (<i>Report</i>)	120788	Centralization Management of the Federal Emergency Management Agency (<i>Report</i>)	120290	Claims settlement Request for Advance Decision on Claim for Services (<i>Decision</i>)	121845
Aging Issues in the 1980's: A Computerized Information System (<i>Speech</i>)	121285	Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	Classified communications Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)	120621
Progress in Improving Program and Budget Information for Congressional Use (<i>Report</i>)	122783	Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476	Classified records Review of DOD Investigation of Leak of Classified Information to The Washington Post (<i>Report</i>)	119859
Business assistance Japanese Industrial Policy (<i>Testimony</i>)	121771	Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	Effect of National Security Decision Directive 84, Safeguarding National Security Information (<i>Report</i>)	122641
Japanese Industrial Policy (<i>Testimony</i>)	121866	Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	Computer Security in the Federal Government (<i>Testimony</i>)	122730
Buy American Defense Department Foreign Source Procurement (<i>Report</i>)	120640	Opportunities To Improve Geological Survey's ADP Information Resources Management (<i>Report</i>)	122673	Clearinghouses Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445
Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677	Certificates of competency Protest of Army Failure To Refer Matter of Capability to SBA (<i>Decision</i>)	122179	Climate statistics Costs and Uses of Remote Sensing Satellites (<i>Report</i>)	120782
C-5A Aircraft DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)	116856	Check disbursement or control Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	Coal Status of the Great Plains Coal Gasification Project (<i>Report</i>)	121030
Cable television Cable Television and a Regulatory Policy (<i>Report</i>)	090038	Federal Reserve Pricing of Its Check Clearing Services (<i>Testimony</i>)	122655		
Calibration systems Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622	Children The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (<i>Report</i>)	122849		
U.S. Army/Julie Research Laboratories, Inc. (<i>Testimony</i>)	121560				

Coalminers benefits

Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646

Collection procedures

Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (*Report*) 120537

Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (*Report*) 121242

Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677

Followup of Guam's Administration of Its Income Tax Program (*Report*) 122685

Colleges/universities

The Federal Role in Fostering University-Industry Cooperation (*Report*) 121492

Debt Collection at the Department of Education (*Testimony*) 122154

Command, Display, and Control System

The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (*Report*) 120455

Commercial radio broadcasting

Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651

Commercial television broadcasting

Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651

Communications equipment

Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629

Communications operations

Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651

Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (*Report*) 110239

Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984

Communications satellites

Coordination, Policy Development, and Implementation for International Telecommunications Facilities (*Testimony*) 106775

Procurement of DSCS II Satellites F-17 and F-18 (*Report*) 109125

Relative Performance of Defense and Commercial Communications Satellite Programs (*Report*) 110296

Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (*Report*) 112313

Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984

DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (*Report*) 116401

Comparative analysis

Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (*Report*) 109783

Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (*Report*) 121690

NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (*Report*) 121831

Protest of USDA Issuance of Delivery Order (*Decision*) 122392

Development of Fire Support Command and Control Systems by the Army and the Marine Corps (*Report*) 122638

Compensation claims

Claim for Payment by Virtue of Assignment of Proceeds (*Decision*) 121383

Request for Advance Decision on Claim for Services (*Decision*) 121845

Competition

Request for Reconsideration (*Decision*) 112792

Regulating Domestic Telecommunications Common Carriers (*Testimony*) 116445

International Insurance Trade--U.S. Market Open (*Report*) 119273

Protest of Rejection of Bid by Labor (*Decision*) 120584

FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953

Protest of IFB Requirement (*Decision*) 121815

Contracting for Computer Teleprocessing Services Can Be Improved (*Report*) 121904

Protest of Elimination From Competitive Range (*Decision*) 122360

The Effects of Changes in the Telecommunications Industry on FCC Operations (*Testimony*) 122443

Competition limitation

Protest Alleging That Solicitation Unduly Restricts Competition (*Decision*) 116691

Consolidation of United States Information Agency Activities in Washington, D.C. (*Report*) 120571

Protest of USDA Contract Award (*Decision*) 120842

FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953

Protest Alleging Restrictive RFP Provisions (*Decision*) 121321

Protest Alleging Air Force RFP Restricts Competition (*Decision*) 121619

Protest of Sole-Source FAA Contract Award (*Decision*) 121875

Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121950

Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (*Report*) 122344

Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347

Protest of USDA Issuance of Delivery Order (*Decision*) 122392

Protest of Sole-Source Army Contract Award (*Decision*) 122558

Protest of USGS Issuance of Delivery Order (*Decision*) 122571

Protest of Two Noncompetitive Orders Issued by Navy (*Decision*) 122725

Protests of Navy RFP (*Decision*) 123135

Competitive bids

Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121766

Protest of Capability Requirement Addition to Awarded Contract (*Decision*) 122985

Compliance

Reconsideration of Denial of Protest Involving Procurement Procedures (*Decision*) 107597

Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186

Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (*Report*) 122344

Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468

Subject Index

Computer services contracts

Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752

Computer crimes

Computer Security in the Federal Government (*Testimony*) 122730

Computer equipment contracts

Protest of Cancellation of IFB Issued by USDA (*Decision*) 120376

Request for Reconsideration (*Decision*) 120421

FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777

Protest of USDA Contract Award (*Decision*) 120842

Protest Alleging Restrictive RFP (*Decision*) 121116

Protests of Federal Maritime Commission Contract Award (*Decision*) 121146

Protest of Navy Actions in Connection With RFP (*Decision*) 121164

Request for Reconsideration (*Decision*) 121196

Protest of Navy Refusal To Consider Revised Proposal (*Decision*) 121366

Claim for Payment by Virtue of Assignment of Proceeds (*Decision*) 121383

Protest of Navy Evaluation Criteria (*Decision*) 121481

Protest of Proposed Award of Army Contract (*Decision*) 121760

Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (*Decision*) 121787

Protest of IFB Requirement (*Decision*) 121815

NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (*Report*) 121831

Protest of Sole-Source FAA Contract Award (*Decision*) 121875

Protest of Issuance of Navy Purchase Order (*Decision*) 122192

Protest of Treasury Contract Award (*Decision*) 122224

Protest of DLA Contract Award (*Decision*) 122291

Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347

Protest of Elimination From Competitive Range (*Decision*) 122360

Protest of USDA Issuance of Delivery Order (*Decision*) 122392

Protest of Air Force Contract Award (*Decision*) 122393

Protest of Sole-Source Army Contract Award (*Decision*) 122558

Protest of Quotation Rejection by Navy (*Decision*) 122569

Second Request for Reconsideration (*Decision*) 122658

Protest of Contract Award by Administrative Office of the U.S. Courts (*Decision*) 122829

Protests of Corps of Engineers' Rejections of Proposals (*Decision*) 122999

Protest of Army Refusal To Consider Attempted Offer (*Decision*) 123059

Request for Reconsideration of Sustained Protest Against Army Contract Award (*Decision*) 123092

Protests of Navy RFP (*Decision*) 123135

Computer equipment industry

A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (*Other*) 121480

Computer equipment management

Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (*Report*) 120681

The Functions and Activities of the Arms Control and Disarmament Agency (*Testimony*) 120889

A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (*Other*) 121480

Opportunities for Improving the Management of DOD Computer Systems (*Testimony*) 121729

Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (*Report*) 122078

The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (*Report*) 122158

Navy Logistics Data-Base Problems Need Increased Management Attention (*Report*) 122171

GAO ADP Data Lines: Issue No. 1 (*Other*) 122631

GAO ADP Data Lines: Issue No. 2 (*Other*) 122632

GAO ADP Data Lines: Issue No. 3 (*Other*) 122633

GAO ADP Data Lines: Issue No. 4 (*Other*) 122634

Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651

Opportunities To Improve Geological Survey's ADP Information Resources Management (*Report*) 122673

Department of Defense Spare Parts Procurement Practices (*Testimony*) 122681

GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (*Report*) 122846

Bonneville Power Administration Control System's Computer Security (*Report*) 122958

GAO Research Guide: Electronic Data Processing (*Other*) 123269

Computer modeling

A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928

Protest of Proposed Army Contract Award (*Decision*) 121008

Protest of Bid Rejection by Air Force (*Decision*) 121143

Computer security

DOD System of Managing Physical Security at Military Bases (*Testimony*) 122024

Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (*Report*) 122078

Telecommunications Security and Privacy (*Testimony*) 122613

GAO ADP Data Lines: Issue No. 3 (*Other*) 122633

Computer Security in the Federal Government (*Testimony*) 122730

Bonneville Power Administration Control System's Computer Security (*Report*) 122958

Computer services contracts

Protest of DLA Contract Award (*Decision*) 120461

Protest of Selective Service System Contract Award (*Decision*) 120553

Protest of NIH Contract Award (*Decision*) 120798

Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (*Decision*) 121070

Status of the Phase IV Base Level Computer Replacement Program (*Report*) 121147

Protest of Defense Contract Award (*Decision*) 121199

Request for Reconsideration (*Decision*) 121324

Protest of SSA Contract Award (*Decision*) 121348

DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721

Protest of Proposed Award of Army Contract (*Decision*) 121760

Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121950

Protest of Use of Benchmark To Evaluate Proposals (*Decision*) 121983

Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (*Decision*) 122135

Protest of SSA Contract Award (<i>Decision</i>)	122285	Suitability of the MUMPS Language for Government Agencies (<i>Letter</i>)	121943	Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971
Protest of NHTSA Contract Award (<i>Decision</i>)	122619	GAO's Second Biennial Report on the Impact of Public Law 94-519 (<i>Testimony</i>)	122005	Consumer protection	
Computer software		Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078	Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468
The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455	Debt Collection at the Department of Education (<i>Testimony</i>)	122154	Contraband	
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638	Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662
Protest of Air Force Contract Award to Any Other Firm (<i>Decision</i>)	121067	Opportunities To Improve Geological Survey's ADP Information Resources Management (<i>Report</i>)	122673	Contract administration	
Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414	Computer Security in the Federal Government (<i>Testimony</i>)	122730	The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492
Protest of Navy Evaluation Criteria (<i>Decision</i>)	121481	The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (<i>Report</i>)	122849	HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (<i>Report</i>)	120893
DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878	Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (<i>Report</i>)	121237
Opportunities for Improving the Management of DOD Computer Systems (<i>Testimony</i>)	121729	Protest of Capability Requirement Addition to Awarded Contract (<i>Decision</i>)	122985	Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (<i>Report</i>)	121667
Request for Advance Decision on Claim for Services (<i>Decision</i>)	121845	Computers		Contract award protests	
Protest of Use of Benchmark To Evaluate Proposals (<i>Decision</i>)	121983	A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (<i>Other</i>)	121480	Allegation That Solicitation Failed To Provide Sufficient Information (<i>Decision</i>)	111238
Software Problems in the Development of the Defense Fuel Automated Management System (<i>Report</i>)	122298	Opportunities for Improving the Management of DOD Computer Systems (<i>Testimony</i>)	121729	Protest Involving Contract Award (<i>Decision</i>)	112246
Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (<i>Report</i>)	122651	Controlling Exports of Dual-Use Nuclear-Related Equipment (<i>Report</i>)	122594	Protest of Army Contract Award (<i>Decision</i>)	113258
Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (<i>Report</i>)	122852	EDP Auditing: An Annotated Bibliography (<i>Other</i>)	122606	Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838
Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999	Telecommunications Security and Privacy (<i>Testimony</i>)	122613	Protest Against Agency Refusal To Accept Bid Modification (<i>Decision</i>)	113972
GAO Research Guide: Electronic Data Processing (<i>Other</i>)	123269	The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (<i>Report</i>)	122663	Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868
Computer software documentation		Conflict of interest		GSA Contract Award Protest (<i>Decision</i>)	116756
Status of the Phase IV Base Level Computer Replacement Program (<i>Report</i>)	121147	Protest Involving Contract Award (<i>Decision</i>)	112246	Protest of Army Contract Award (<i>Decision</i>)	118421
Suitability of the MUMPS Language for Government Agencies (<i>Letter</i>)	121943	Protest of National Telecommunications and Information Administration Contract Award (<i>Decision</i>)	119598	Protest of INS Contract Award (<i>Decision</i>)	118429
Computerized information systems		Construction (process)		Protest of National Telecommunications and Information Administration Contract Award (<i>Decision</i>)	119598
The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649	Status of the Great Plains Coal Gasification Project (<i>Report</i>)	121030	Protest of Air Force Contract Award (<i>Decision</i>)	120001
Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925	Construction contracts		Protest of Proposal Evaluation (<i>Decision</i>)	120310
Protest of Defense Contract Award (<i>Decision</i>)	121199	Defense Department Foreign Source Procurement (<i>Report</i>)	120640	Protest of DLA Contract Award (<i>Decision</i>)	120461
A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (<i>Other</i>)	121480	Consumer Price Index		Protest of Selective Service System Contract Award (<i>Decision</i>)	120553
Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	Protest of NIH Contract Award (<i>Decision</i>)	120798

Protest of Cost-Plus-Fixed-Fee Contract Award (<i>Decision</i>)	120827	Request for Reconsideration of Sustained Protest Against Army Contract Award (<i>Decision</i>)	123092	Contract options	
Protest of Selection of Awardee Under Navy RFP (<i>Decision</i>)	120836			Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (<i>Decision</i>)	121070
Protest of USDA Contract Award (<i>Decision</i>)	120842	Contract costs		Protests of Commerce Contract Award (<i>Decision</i>)	121075
Protest of Proposed Army Contract Award (<i>Decision</i>)	121008	Request for Contract Reformation (<i>Decision</i>)	112885	Protest of Air Force Contract Award (<i>Decision</i>)	122393
Protest of Air Force Contract Award to Any Other Firm (<i>Decision</i>)	121067	Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838	Contract specifications	
Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (<i>Decision</i>)	121070	Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868	Unduly Restrictive Specifications (<i>Decision</i>)	102049
Protests of Commerce Contract Award (<i>Decision</i>)	121075	Protest of Conversion Cost Evaluation Criteria (<i>Decision</i>)	118317	Request for Reconsideration (<i>Decision</i>)	112792
Protests of Federal Maritime Commission Contract Award (<i>Decision</i>)	121146	Protest of INS Contract Award (<i>Decision</i>)	118429	Protest of Conversion Cost Evaluation Criteria (<i>Decision</i>)	118317
Protest of Commerce Contract Award (<i>Decision</i>)	121246	Protest of Cost-Plus-Fixed-Fee Contract Award (<i>Decision</i>)	120827	The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492
Protest of Navy Contract Award (<i>Decision</i>)	121298	Protest of Proposed Army Contract Award (<i>Decision</i>)	121008	Contract termination	
Request for Reconsideration (<i>Decision</i>)	121324	Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367	GSA Contract Award Protest (<i>Decision</i>)	116756
Protest of SSA Contract Award (<i>Decision</i>)	121348	Protest of USIA Contract Award (<i>Decision</i>)	121385	Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>)	122347
Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367	Protest of Navy Evaluation Criteria (<i>Decision</i>)	121481	Protest of Contract Award by Administrative Office of the U.S. Courts (<i>Decision</i>)	122829
Protest of USIA Contract Award (<i>Decision</i>)	121385	Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690	Contracting procedures	
Protest of Issuance of DLA Purchase Order (<i>Decision</i>)	121759	Protest of Sole-Source FAA Contract Award (<i>Decision</i>)	121875	Protest of Rejection of Bid by Labor (<i>Decision</i>)	120584
Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (<i>Decision</i>)	121787	Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904	Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690
Protest of Sole-Source FAA Contract Award (<i>Decision</i>)	121875	Protest of USDA Issuance of Delivery Order (<i>Decision</i>)	122392	Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>)	122347
Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (<i>Decision</i>)	122135	Protest of USGS Issuance of Delivery Order (<i>Decision</i>)	122571	Contractor performance	
Protest of Issuance of Navy Purchase Order (<i>Decision</i>)	122192	Contract evaluation		HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (<i>Report</i>)	120893
Protest of Treasury Contract Award (<i>Decision</i>)	122224	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831	VA's Program To Authorize Courses for Veterans Needs Improved Management (<i>Report</i>)	122642
Protest of SSA Contract Award (<i>Decision</i>)	122285	Contract extension options		Contractor personnel	
Protest of DLA Contract Award (<i>Decision</i>)	122291	Protests of Federal Maritime Commission Contract Award (<i>Decision</i>)	121146	Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (<i>Report</i>)	116409
Protest of DOE Contract Award (<i>Decision</i>)	122362	Contract modifications		Contractor selection	
Protest of Air Force Contract Award (<i>Decision</i>)	122393	Request for Contract Reformation (<i>Decision</i>)	112885	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
Request for Review of Delaware Contract Award (<i>Decision</i>)	122432	Protest of Sole-Source Army Contract Award (<i>Decision</i>)	122558	Cooperative Map Program	
Protest of NIH Contract Award (<i>Decision</i>)	122435	Protest of Capability Requirement Addition to Awarded Contract (<i>Decision</i>)	122985	Review of the Government Printing Office's Cost Estimate for the Cooperative Map Program (<i>Report</i>)	122545
Protest of Sole-Source Army Contract Award (<i>Decision</i>)	122558	Contract negotiations			
Protest of USGS Issuance of Delivery Order (<i>Decision</i>)	122571	Protest of DOE Cancellation of RFP (<i>Decision</i>)	116637		
Protest of NHTSA Contract Award (<i>Decision</i>)	122619				
Protest of Two Noncompetitive Orders Issued by Navy (<i>Decision</i>)	122725				
Protest of Contract Award by Administrative Office of the U.S. Courts (<i>Decision</i>)	122829				
Protest of Capability Requirement Addition to Awarded Contract (<i>Decision</i>)	122985				

Cooperative Studies Program Management Information System			
Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868	Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (<i>Report</i>)	121954
		Protest of Issuance of Navy Purchase Order (<i>Decision</i>)	122192
Cost accounting		Status of Major Acquisitions as of September 30, 1982 (<i>Staff Study</i>)	122296
The Effects of Changes in the Telecommunications Industry on FCC Operations (<i>Testimony</i>)	122443	Request for Review of Delaware Contract Award (<i>Decision</i>)	122432
Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555	Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445
The Government Printing Office Can More Effectively Manage Its General Sales Program (<i>Report</i>)	122861	Review of the Government Printing Office's Cost Estimate for the Cooperative Map Program (<i>Report</i>)	122545
		Department of Defense Spare Parts Procurement Practices (<i>Testimony</i>)	122681
Cost analysis		GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (<i>Report</i>)	122846
Contemplated Legislation To Provide Telecommunications for the Deaf (<i>Report</i>)	106774		
Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation (<i>Report</i>)	107517	Cost control	
Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (<i>Report</i>)	109783	Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (<i>Report</i>)	109783
Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)	112984	Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773
DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)	116856	A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552
Protest of Conversion Cost Evaluation Criteria (<i>Decision</i>)	118317	Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (<i>Report</i>)	120270
Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (<i>Report</i>)	120281	The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455
Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (<i>Staff Study</i>)	120320	Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536
The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570	Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>)	120544
Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	Budget Estimates for FY 1984 (<i>Testimony</i>)	120644
DOE's Decision To Defederalize the Bartlesville Energy Technology Center (<i>Report</i>)	120772	Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	<i>Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies</i> (<i>Report</i>)	120720
Costs and Uses of Remote Sensing Satellites (<i>Report</i>)	120782	Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896
Status of the Great Plains Coal Gasification Project (<i>Report</i>)	121030	Do It Yourself: Compare and Improve Your Payroll System (<i>Other</i>)	120952
Automation in the Workplace (<i>Testimony</i>)	121044	Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202
Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690	Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (<i>Testimony</i>)	121204
NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831		
		Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241
		Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414
		Department of Energy Management of the Strategic Petroleum Reserve (<i>Testimony</i>)	121487
		Protest of DCA Solicitation Cancellation (<i>Decision</i>)	121512
		Cost Recovery Practices Inconsistent With Government Policy (<i>Report</i>)	121955
		Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078
		The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158
		Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171
		Review of Overtime Practices and Controls at Selected Installations in the Department of Defense (<i>Report</i>)	122189
		Budget Reform and the Federal Financial Management System (<i>Speech</i>)	122552
		VA's Program To Authorize Courses for Veterans Needs Improved Management (<i>Report</i>)	122642
		Federal Reserve Pricing of Its Check Clearing Services (<i>Testimony</i>)	122655
		Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (<i>Report</i>)	122782
		VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (<i>Report</i>)	122791
		Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (<i>Report</i>)	122852
		Cost effectiveness analysis	
		FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (<i>Report</i>)	111056
		Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (<i>Report</i>)	112313
		Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629
		Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773

Spreading Commuter Work Hours Could Reduce Transit Costs (*Report*) 120896

DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721

Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261

Cost of living

A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515

Cost overruns

Relative Performance of Defense and Commercial Communications Satellite Programs (*Report*) 110296

Contracting for Computer Teleprocessing Services Can Be Improved (*Report*) 121904

Cost sharing (finance)

Implications of Joint NASA/DOD Participation in Space Shuttle Operations (*Report*) 122878

Cost type contracts

Protest of DLA Contract Award (*Decision*) 120461

Protest of NIH Contract Award (*Decision*) 122435

Costs

Certification Requirements for "Short-Haul" Telephone Toll Calls (*Decision*) 105051

Regulating Domestic Telecommunications Common Carriers (*Testimony*) 116445

Credit bureaus

Debt Collection at the Department of Education (*Testimony*) 122154

Credit insurance

Export-Import Bank's Exporter Insurance Program (*Report*) 121848

Crime prevention

The FBI Has Improved Its Fingerprint Identification Service (*Report*) 122157

Crimes or offenses

Protest of DOE Contract Award (*Decision*) 122362

The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (*Report*) 122753

Criminal procedure

Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039

Customs administration

A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928

Data banks

National Defense Executive Reserve Program (*Report*) 120719

Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351

Problems With GSA's Management of Lease Renewal Options (*Report*) 121781

Protest of NIH Contract Award (*Decision*) 122435

Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468

Data collection operations

A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (*Report*) 117552

Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619

The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (*Report*) 120222

Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (*Report*) 120477

The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (*Report*) 120570

The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649

Improvements Needed in the District's General Public Assistance Program (*Report*) 120713

Costs and Uses of Remote Sensing Satellites (*Report*) 120782

Protest of Proposed Army Contract Award (*Decision*) 121008

Financial Information Lacking on Government Telecommunications Services and Equipment (*Report*) 121201

Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202

Aviation Safety Hazards (*Testimony*) 121320

A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (*Other*) 121480

U.S. Army/Julie Research Laboratories, Inc (*Testimony*) 121560

Improvements in Certain District of Columbia Public Schools' Administrative Operations (*Report*) 121998

GAO's Second Biennial Report on the Impact of Public Law 94-519 (*Testimony*) 122005

Protest of NIH Contract Award (*Decision*) 122435

How the Content of the Agricultural and Economic Censuses Is Determined and Used (*Report*) 122484

VA's Program To Authorize Courses for Veterans Needs Improved Management (*Report*) 122642

Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677

Data transmission operations

Protest of OPM Solicitation (*Decision*) 120336

Costs and Uses of Remote Sensing Satellites (*Report*) 120782

Protest of DCA Solicitation Cancellation (*Decision*) 121512

International Reaction to the Proposed Commercialization of Landsat (*Testimony*) 122444

Debt collection

Comments on H.R. 3229 and H.R. 3240 (*Letter*) 115445

Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (*Report*) 118926

HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (*Report*) 120893

Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (*Report*) 121242

Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (*Report*) 121748

Debt Collection at the Department of Education (*Testimony*) 122154

Defective specifications

GSA Contract Award Protest (*Decision*) 116756

Protest of Cancellation of IFB Issued by USDA (*Decision*) 120376

Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (*Decision*) 121787

Protest of DLA Contract Award (*Decision*) 122291

Protest of NHTSA Contract Award (*Decision*) 122619

Request for Reconsideration of Sustained Protest Against Army Contract Award (*Decision*) 123092

Defense appropriations

Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (*Report*) 122874

Defense capabilities		Defense Industrial Security Program		Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (<i>Staff Study</i>)		120320
Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732	Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)	120621	Protest of DLA Contract Award (<i>Decision</i>)		120461
Defense communications operations		Defense Metropolitan Area Telephone System		Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)		120621
Need To Control Federal Warning System Proliferation (<i>Report</i>)	099379	Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629	Defense Department Foreign Source Procurement (<i>Report</i>)		120640
Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (<i>Report</i>)	109230	Defense Satellite Communications System		Summaries of Conclusions and Recommendations on Department of Defense Operations (<i>Report</i>)		120717
Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (<i>Report</i>)	112313	Relative Performance of Defense and Commercial Communications Satellite Programs (<i>Report</i>)	110296	Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)		121367
Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629	Defense Satellite Communications System, Phase II Program		Protest of DCA Solicitation Cancellation (<i>Decision</i>)		121512
DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (<i>Report</i>)	116401	Procurement of DSCS II Satellites F-17 and F-18 (<i>Report</i>)	109125	DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)		121721
DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (<i>Report</i>)	122147	Delivery terms		Opportunities for Improving the Management of DOD Computer Systems (<i>Testimony</i>)		121729
Defense cost control		Status of the Great Plains Coal Gasification Project (<i>Report</i>)		Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)		121732
Procurement of DSCS II Satellites F-17 and F-18 (<i>Report</i>)	109125	Demographic data		Protest of DLA Contract Award (<i>Decision</i>)		122291
Budget Estimates for FY 1984 (<i>Testimony</i>)	120644	A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552	Department of Defense Spare Parts Procurement Practices (<i>Testimony</i>)		122681
Summaries of Conclusions and Recommendations on Department of Defense Operations (<i>Report</i>)	120717	The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570	Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (<i>Report</i>)		122690
Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834	Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (<i>Report</i>)	122865	Department of Defense Procurement Management Reporting System		
Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638	Demurrage charges		Defense Department Foreign Source Procurement (<i>Report</i>)		120640
Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (<i>Report</i>)	122639	Protest of INS Contract Award (<i>Decision</i>)	118429	Depreciation		
Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (<i>Report</i>)	122690	Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (<i>Report</i>)	121667	The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)		118209
Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (<i>Report</i>)	122874	Department of Defense budgets		Disability benefits		
Defense Fuel Automated Management System		Summaries of Conclusions and Recommendations on Department of Defense Operations (<i>Report</i>)		Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)		121748
Software Problems in the Development of the Defense Fuel Automated Management System (<i>Report</i>)	122298	Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (<i>Report</i>)	122874	The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (<i>Report</i>)		122663
Defense Fuel Automated Management System		Department of Defense contracts		Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (<i>Report</i>)		122782
Software Problems in the Development of the Defense Fuel Automated Management System (<i>Report</i>)	122298	Protest of Issuance of DLA Purchase Order (<i>Decision</i>)	121759	Disaster relief aid		
Defense Fuel Automated Management System		Department of Defense procurement		Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)		112984
Software Problems in the Development of the Defense Fuel Automated Management System (<i>Report</i>)	122298	Relative Performance of Defense and Commercial Communications Satellite Programs (<i>Report</i>)	110296			

- Discrimination**
Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468
- Dispersed Users Satellite Program**
Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984
- Disputes clauses**
Request for Contract Reformation (*Decision*) 112885
- Documentation**
IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
Request for Review of Delaware Contract Award (*Decision*) 122432
- DOD Instruction 5000.5X**
DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721
- Donation Program**
GAO's Second Biennial Report on the Impact of Public Law 94-519 (*Testimony*) 122005
- Drug abuse**
Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662
- Drug trafficking**
Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662
- Drug treatment**
Improvements Needed in Clinical Testing of Anticancer Drugs (*Report*) 122524
- Dual compensation**
Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646
Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (*Report*) 121748
Computer Matches Identify Potential Unemployment Benefit Overpayments (*Report*) 122376
- Earth resources satellites**
Costs and Uses of Remote Sensing Satellites (*Report*) 120782
International Reaction to the Proposed Commercialization of Landsat (*Testimony*) 122444
- ADP Bibliography**
- Earth sciences research**
Stronger Direction Needed for the National Earthquake Program (*Report*) 122001
- Economic analysis**
The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (*Report*) 120222
Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787
Automation in the Workplace (*Testimony*) 121044
Japanese Industrial Policy (*Testimony*) 121771
Japanese Industrial Policy (*Testimony*) 121866
How the Content of the Agricultural and Economic Censuses Is Determined and Used (*Report*) 122484
- Economic Order Quantity Requirements Computation System**
Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667
- Education or training**
Request for Contract Reformation (*Decision*) 112885
President's Third Special Message for FY 1981 (*Report*) 114441
- Elderly persons**
Aging Issues in the 1980's: A Computerized Information System (*Speech*) 121285
Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (*Report*) 122865
- Electric energy**
Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729
- Electric utilities**
Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (*Report*) 120655
- Electronic equipment**
Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation (*Report*) 107517
Protest of Agency Refusal To Amend Solicitation (*Decision*) 116192
- Protest of USGS Issuance of Delivery Order (*Decision*) 122571
- Electronic warfare**
Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732
- Eligibility criteria**
Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787
Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039
Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (*Decision*) 121070
Protest of Navy Contract Award (*Decision*) 121298
Computer Matches Identify Potential Unemployment Benefit Overpayments (*Report*) 122376
Improvements Needed in Clinical Testing of Anticancer Drugs (*Report*) 122524
The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (*Report*) 122849
- Eligibility determinations**
Improvements Needed in the District's General Public Assistance Program (*Report*) 120713
General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
Social Security Administration's Performance in Providing Public Service (*Testimony*) 122854
- Emergency preparedness**
National Defense Executive Reserve Program (*Report*) 120719
Stronger Direction Needed for the National Earthquake Program (*Report*) 122001
- Emergency Response Communications Program**
Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984
- Employee survivors benefits**
Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (*Report*) 121748
- Employment**
Aging Issues in the 1980's: A Computerized Information System (*Speech*) 121285

Employment or training programs

- The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (*Report*) 119492
- Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351
- Vocational Education and the Robotics Revolution (*Other*) 121707
- EDP Audit Career Paths (*Speech*) 121800

Employment Security Automated Reporting System

- Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351

Energy case law

- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722

Energy costs

- Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (*Report*) 120542
- Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186

Energy legislation

- Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729

Energy marketing

- Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (*Report*) 120655

Energy research

- President's Third Special Message for FY 1981 (*Report*) 114441
- DOE's Decision To Defederalize the Bartlesville Energy Technology Center (*Report*) 120772
- Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729

Energy supplies

- Defense Department Foreign Source Procurement (*Report*) 120640
- DOE's Decision To Defederalize the Bartlesville Energy Technology Center (*Report*) 120772
- Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186

Engineers

- Attrition of Scientists at Three Regulatory Agencies (*Report*) 120248

Entitlement programs

- Social Security Administration's Performance in Providing Public Service (*Testimony*) 122854

Environment evaluation

- Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (*Report*) 102794
- Cost Recovery Practices Inconsistent With Government Policy (*Report*) 121955

Environmental case law

- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722

Environmental policies

- Land Use Bibliography (*Report*) 121903

Equipment contracts

- Request for Reconsideration (*Decision*) 112792
- Protest of Army Contract Award (*Decision*) 118421
- Protest of Rejection of Bid by Labor (*Decision*) 120584
- Protest of Issuance of HHS Purchase Order (*Decision*) 120695
- Protest Alleging Air Force RFP Restricts Competition (*Decision*) 121619
- Protest of DOE Contract Award (*Decision*) 122362
- Protest of USGS Issuance of Delivery Order (*Decision*) 122571

Equipment cost claims

- Request for Advance Decision on Claim for Services (*Decision*) 121845

Equipment Depreciation and Inventory Control System

- Selected GSA Real Property Operations Contain Internal Control Weaknesses (*Report*) 120350

Equipment inventories

- The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000
- Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752

Equipment leases

- Protest of Method Used by Agency for Proposal Evaluation (*Decision*) 113838
- Protest of Proposal Evaluation (*Decision*) 120310
- Opportunities for Improving the Management of DOD Computer Systems (*Testimony*) 121729

Equipment management

- Selected GSA Real Property Operations Contain Internal Control Weaknesses (*Report*) 120350

Erroneous payments

- Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (*Report*) 120537
- General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
- Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646

Errors

- The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649
- Social Security Administration's Performance in Providing Public Service (*Testimony*) 122854

Ethical conduct

- Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (*Report*) 120040
- Political Rating Systems in the Department of Defense (*Testimony*) 121735
- Compiling Numerical Ratings for Members of the Congress by the Department of Defense (*Report*) 121991

Evaluation

- Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (*Report*) 121241

Evaluation criteria

- Certification Requirements for "Short-Haul" Telephone Toll Calls (*Decision*) 105051
- Protest Involving Contract Award (*Decision*) 112246
- Protest of VA Purchase Order Issuance (*Decision*) 115868
- Protest of Conversion Cost Evaluation Criteria (*Decision*) 118317
- Protest of OPM Solicitation (*Decision*) 120336
- Protest of Cost-Plus-Fixed-Fee Contract Award (*Decision*) 120827

Protest of Selection of Awardee Under Navy RFP (<i>Decision</i>)	120836	F-15 Aircraft	Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834	Fair employment programs	Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (<i>Report</i>)	109651	
Protest of Defense Contract Award (<i>Decision</i>)	121199					Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (<i>Report</i>)	120477	
Request for Reconsideration (<i>Decision</i>)	121324	F-16 Aircraft	Need To Examine ALR-74 Radar Warning Receiver Program Schedule (<i>Report</i>)	117777				
Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367		Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834	Federal agencies	The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)	118209	
Protest of Navy Evaluation Criteria (<i>Decision</i>)	121481					Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (<i>Report</i>)	120720	
Protest of Exclusion of Proposal From Competitive Range (<i>Decision</i>)	121950	F-16 Central Data System	The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649				
Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (<i>Decision</i>)	122135				Facility construction	President's Third Special Message for FY 1981 (<i>Report</i>)	114441	
Protest of NIH Contract Award (<i>Decision</i>)	122435							
Protest of NHTSA Contract Award (<i>Decision</i>)	122619				Facility maintenance	Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (<i>Report</i>)	121952	
Evaluation methods								
Certification Requirements for "Short-Haul" Telephone Toll Calls (<i>Decision</i>)	105051				Facility management	Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	
Protest of Army Contract Award (<i>Decision</i>)	112706							
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619				Facility repairs	Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998	
Evaluation protests								
Protest Alleging Restrictive RFP (<i>Decision</i>)	121116				Facility security	Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)	120621	
Executive agencies						DOD System of Managing Physical Security at Military Bases (<i>Testimony</i>)	122024	
Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (<i>Decision</i>)	105273					Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555	
Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332					Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878	
Expense claims						Bonneville Power Administration Control System's Computer Security (<i>Report</i>)	122958	
Claim for Reimbursement for Telephone Reconnection (<i>Decision</i>)	106308				Facility transfer	FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (<i>Report</i>)	111056	
Expired appropriations						DOE's Decision To Defederalize the Bartlesville Energy Technology Center (<i>Report</i>)	120772	
Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (<i>Report</i>)	122874							
Export regulation								
Controlling Exports of Dual-Use Nuclear-Related Equipment (<i>Report</i>)	122594							
Exporting								
Assessment of Bilateral Telecommunications Agreements With Japan (<i>Report</i>)	122557							
ADP Bibliography								
						Federal agency accounting systems	Comments on H.R. 3229 and H.R. 3240 (<i>Letter</i>)	115445
							Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (<i>Report</i>)	120438
							Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520
							Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542
							Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (<i>Report</i>)	121242
							Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645
							Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (<i>Letter</i>)	122887
						Federal agency reorganization	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290
							The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680
							Information on the Proposed Transfer of the Department of Energy's Functions (<i>Report</i>)	122729
						Federal aid programs	GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (<i>Report</i>)	121934
						Federal aid to localities	Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896

- Stronger Direction Needed for the National Earthquake Program (*Report*) 122001
- Federal aid to States**
- Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787
- Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351
- Request for Review of Delaware Contract Award (*Decision*) 122432
- Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (*Report*) 122865
- Federal Computer Security Protection Act**
- EDP Audit Career Paths (*Speech*) 121800
- Federal Computer Systems Protection Act**
- Telecommunications Security and Privacy (*Testimony*) 122613
- Federal Computer Systems Protection Act of 1983**
- Computer Security in the Federal Government (*Testimony*) 122730
- Federal corporations**
- Unduly Restrictive Specifications (*Decision*) 102049
- Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186
- Federal employees**
- Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (*Decision*) 105175
- Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (*Report*) 116409
- Federal facility relocation**
- FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (*Report*) 111056
- Consolidation of United States Information Agency Activities in Washington, D.C. (*Report*) 120571
- Federal funds**
- The Federal Role in Fostering University-Industry Cooperation (*Report*) 121492
- Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261
- Status of Major Acquisitions as of September 30, 1982 (*Staff Study*) 122296
- Budget Reform and the Federal Financial Management System (*Speech*) 122552
- Federal information locator system**
- Reauthorization of the Paperwork Reduction Act (*Testimony*) 121236
- Federal Managers' Financial Integrity Act of 1982**
- Budget Estimates for FY 1984 (*Testimony*) 120644
- Federal procurement**
- Protest of DOE Cancellation of RFP (*Decision*) 116637
- Improvements Needed in Internal Controls at the National Finance Center (*Report*) 120520
- Contracting for Computer Teleprocessing Services Can Be Improved (*Report*) 121904
- Suitability of the MUMPS Language for Government Agencies (*Letter*) 121943
- Status of Major Acquisitions as of September 30, 1982 (*Staff Study*) 122296
- Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677
- Federal property management**
- The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (*Report*) 121680
- Land Use Bibliography (*Report*) 121903
- GAO's Second Biennial Report on the Impact of Public Law 94-519 (*Testimony*) 122005
- Federal records management**
- Need for Better Policy and Control Over Public Information Requests (*Report*) 115722
- Potential Impact of National Archives and Records Service Budget Reductions (*Report*) 117322
- More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (*Report*) 121316
- Federal regulations**
- The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (*Report*) 106773
- Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (*Report*) 110239
- Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468
- Federal reports**
- A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (*Other*) 121480
- Federal reserve banks**
- Federal Reserve Pricing of Its Check Clearing Services (*Testimony*) 122655
- Federal social security programs**
- Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (*Report*) 122782
- Federal Telecommunications System**
- Certification Requirements for "Short-Haul" Telephone Toll Calls (*Decision*) 105051
- Federal/State relations**
- Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (*Report*) 120537
- General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
- Aging Issues in the 1980's: A Computerized Information System (*Speech*) 121285
- Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351
- GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (*Report*) 121934
- Stronger Direction Needed for the National Earthquake Program (*Report*) 122001
- Computer Matches Identify Potential Unemployment Benefit Overpayments (*Report*) 122376
- VA's Program To Authorize Courses for Veterans Needs Improved Management (*Report*) 122642
- Fees**
- Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320
- Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (*Report*) 120542
- Cost Recovery Practices Inconsistent With Government Policy (*Report*) 121955

- The FBI Has Improved Its Fingerprint Identification Service (*Report*) 122157
- The Effects of Changes in the Telecommunications Industry on FCC Operations (*Testimony*) 122443
- Fighter aircraft**
Need To Examine ALR-74 Radar Warning Receiver Program Schedule (*Report*) 117777
- Financial analysis**
The Present State of the U.S. Postal Service (*Testimony*) 122611
- Financial institutions**
Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468
- Financial management**
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (*Report*) 119495
Selected GSA Real Property Operations Contain Internal Control Weaknesses (*Report*) 120350
Improvements Needed in Internal Controls at the National Finance Center (*Report*) 120520
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (*Report*) 120542
Budget Estimates for FY 1984 (*Testimony*) 120644
The District of Columbia Can Pay More Vendors on Time (*Report*) 120970
Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (*Report*) 121414
Budget Reform and the Federal Financial Management System (*Speech*) 122552
- Financial management systems**
The District of Columbia Can Pay More Vendors on Time (*Report*) 120970
Computer Technology at IRS: Present and Planned (*Staff Study*) 122292
Progress in Improving Program and Budget Information for Congressional Use (*Report*) 122783
- Financial records**
Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 (*Report*) 120266
- Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (*Report*) 120574
- Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (*Report*) 122874
- Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (*Report*) 122892
- Fines (penalties)**
IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722
- First article testing**
Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
- Fiscal policies**
Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (*Report*) 120270
Japanese Industrial Policy (*Testimony*) 121771
Japanese Industrial Policy (*Testimony*) 121866
- Fixed price contracts**
Protest of Method Used by Agency for Proposal Evaluation (*Decision*) 113838
Protest of Agency Refusal To Amend Solicitation (*Decision*) 116192
Protest Alleging That Solicitation Unduly Restricts Competition (*Decision*) 116691
Protest of Selection of Awardee Under Navy RFP (*Decision*) 120836
Protest of Defense Contract Award (*Decision*) 121199
Protest of Commerce Contract Award (*Decision*) 121246
Protest of NIH Contract Award (*Decision*) 122435
- Flexible work schedules**
Spreading Commuter Work Hours Could Reduce Transit Costs (*Report*) 120896
- Flight Service Station Automation Project**
FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
- Food and drug law**
Food Bibliography (*Other*) 121341
- Food industry**
Food Bibliography (*Other*) 121341
- Food inspection**
Food Bibliography (*Other*) 121341
- Food relief programs**
Food Bibliography (*Other*) 121341
Request for Review of Delaware Contract Award (*Decision*) 122432
- Food stamp programs**
Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (*Report*) 120537
General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
- Foreign language publications**
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (*Report*) 119495
- Foreign loans**
Export-Import Bank's Exporter Insurance Program (*Report*) 121848
- Foreign policies**
Coordination, Policy Development, and Implementation for International Telecommunications Facilities (*Testimony*) 106775
- Foreign sales**
International Reaction to the Proposed Commercialization of Landsat (*Testimony*) 122444
- Foreign students**
Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039
- Foreign trade agreements**
Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (*Report*) 122151
Assessment of Bilateral Telecommunications Agreements With Japan (*Report*) 122557
- Foreign trade policies**
Defense Department Foreign Source Procurement (*Report*) 120640
Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (*Report*) 122151

Foundations (organizations)

Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (*Report*) 122474

Fraud

Improvements Needed in Internal Controls at the National Finance Center (*Report*) 120520

Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (*Report*) 120537

Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039

General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137

Freedom of information

Freedom of Information Act Operations at Six Department of Justice Units (*Report*) 121515

Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954

Fuel research

Status of the Great Plains Coal Gasification Project (*Report*) 121030

Fuel storage

Department of Energy Management of the Strategic Petroleum Reserve (*Testimony*) 121487

Fuels

Software Problems in the Development of the Defense Fuel Automated Management System (*Report*) 122298

Fund audits

Status of Major Acquisitions as of September 30, 1982 (*Staff Study*) 122296

Funds management

Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (*Report*) 119495

Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (*Report*) 120040

Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (*Report*) 120438

Improvements Needed in the District's General Public Assistance Program (*Report*) 120713

Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717

Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787

Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186

Protest of Treasury Contract Award (*Decision*) 122224

Status of Major Acquisitions as of September 30, 1982 (*Staff Study*) 122296

Proposed National Technical Information Service Revolving Fund (*Report*) 122445

Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program (*Report*) 122545

GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (*Report*) 122846

Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (*Report*) 122874

Future budget projections

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (*Report*) 120270

Gas resources

Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (*Report*) 120438

General Public Assistance Program

Improvements Needed in the District's General Public Assistance Program (*Report*) 120713

Gifts or gratuities

GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (*Report*) 121934

Government collections

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (*Report*) 120270

HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (*Report*) 120893

Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (*Report*) 121242

Government employees

Effect of National Security Decision Directive 84, Safeguarding National Security Information (*Report*) 122641

Government facilities

DOE's Decision To Defederalize the Bartlesville Energy Technology Center (*Report*) 120772

Costs and Uses of Remote Sensing Satellites (*Report*) 120782

Proposed National Technical Information Service Revolving Fund (*Report*) 122445

Government guaranteed loans

Status of the Great Plains Coal Gasification Project (*Report*) 121030

Government owned equipment

Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (*Report*) 120040

Government procurement

Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (*Decision*) 105273

Procurement Not Involving Federal Funds Protested (*Decision*) 109752

GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893

Protest of USDA Issuance of Delivery Order (*Decision*) 122392

Government publications

Cost Recovery Practices Inconsistent With Government Policy (*Report*) 121955

The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861

Government service contracts

GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893

Grant administration

Request for Review of Delaware Contract Award (*Decision*) 122432

Grants to States

GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (*Report*) 121934

Grants-in-aid

Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (*Report*) 120040

Gross National Product

The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (*Report*) 120222

Subject Index

Information analysis operations

Guam
 Reconsideration of Denial of Protest Involving Procurement Procedures (*Decision*) 107597

Guaranteed Student Loan Program
 Debt Collection at the Department of Education (*Testimony*) 122154

Gulf Coast (LA)
 The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265

Handicapped persons
 Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774

Health care cost control
 Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646

Health care costs
 Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544
 Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (*Report*) 122865

Health care programs
 Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (*Report*) 102794

Health care services
 President's Third Special Message for FY 1981 (*Report*) 114441
 Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544
 Aging Issues in the 1980's: A Computerized Information System (*Speech*) 121285
 Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (*Report*) 122865

Hearings
 Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722

Helicopters
 Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (*Report*) 121237

Higher education
 Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039

Hiring policies
 Attrition of Scientists at Three Regulatory Agencies (*Report*) 120248

Hospital bed count
 Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (*Report*) 122865

Hydroelectric powerplants
 Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (*Report*) 109783

Immigration and naturalization law
 Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039

Immigration or emigration
 A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928

Impoundment
 President's Third Special Message for FY 1981 (*Report*) 114441

Improper award of contract
 Protest Against Agency Refusal To Accept Bid Modification (*Decision*) 113972
 Request for Reconsideration (*Decision*) 116631
 Protests of Federal Maritime Commission Contract Award (*Decision*) 121146
 Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (*Decision*) 122135
 Second Request for Reconsideration (*Decision*) 122658
 Protest of Contract Award by Administrative Office of the U.S. Courts (*Decision*) 122829

Income statistics
 Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787

Income taxes
 Followup of Guam's Administration of Its Income Tax Program (*Report*) 122685

Independent regulatory commissions
 Cable Television and a Regulatory Policy (*Report*) 090038
 The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (*Report*) 106773
 Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (*Report*) 110239
 Need for Better Policy and Control Over Public Information Requests (*Report*) 115722
 Regulating Domestic Telecommunications Common Carriers (*Testimony*) 116445
 Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (*Report*) 122344

Indian Point Nuclear Powerplants (NY)
 Response to Specific Questions on the Indian Point Probabilistic Safety Study (*Report*) 121471

Industrial facilities
 Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (*Report*) 120621

Industry
 The Federal Role in Fostering University-Industry Cooperation (*Report*) 121492
 Japanese Industrial Policy (*Testimony*) 121771
 Japanese Industrial Policy (*Testimony*) 121866

Inflation
 A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515

Information analysis operations
 IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
 The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (*Report*) 120570
 General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
 Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202
 Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667
 How the Content of the Agricultural and Economic Censuses Is Determined and Used (*Report*) 122484

FBI Management of Its Automated Information Systems (<i>Report</i>)	122616	Cost Recovery Practices Inconsistent With Government Policy (<i>Report</i>)	121955	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121277
Opportunities To Improve Geological Survey's ADP Information Resources Management (<i>Report</i>)	122673	Information industry		Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121278
Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (<i>Report</i>)	122782	DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121279
Information disclosure		Information operations		Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121280
Review of DOD Investigation of Leak of Classified Information to The Washington Post (<i>Report</i>)	119859	Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121281
Protest of DLA Contract Award (<i>Decision</i>)	120461	Oversight and Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121311	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121282
Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515	More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (<i>Report</i>)	121316	Aging Issues in the 1980's: A Computerized Information System (<i>Speech</i>)	121285
Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148	Aviation Safety Hazards (<i>Testimony</i>)	121320	Aviation Safety Hazards (<i>Testimony</i>)	121320
Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474	GAO ADP Data Lines: Issue No. 1 (<i>Other</i>)	122631	Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (<i>Report</i>)	121351
Effect of National Security Decision Directive 84, Safeguarding National Security Information (<i>Report</i>)	122641	GAO ADP Data Lines: Issue No. 2 (<i>Other</i>)	122632	Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (<i>Report</i>)	121954
		GAO ADP Data Lines: Issue No. 3 (<i>Other</i>)	122633	Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998
		GAO ADP Data Lines: Issue No. 4 (<i>Other</i>)	122634		
Information dissemination operations		Information processing operations		Information systems analysis	
Need for Better Policy and Control Over Public Information Requests (<i>Report</i>)	115722	Protest of Army Contract Award (<i>Decision</i>)	112706	Telecommunications Security and Privacy (<i>Testimony</i>)	122613
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (<i>Report</i>)	119495	Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925	FBI Management of Its Automated Information Systems (<i>Report</i>)	122616
Cost Recovery Practices Inconsistent With Government Policy (<i>Report</i>)	121955	Request for Reconsideration (<i>Decision</i>)	121196		
Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121236	Initial Defense Communications Satellite Program	
		The FBI Has Improved Its Fingerprint Identification Service (<i>Report</i>)	122157	Procurement of DSCS II Satellites F-17 and F-18 (<i>Report</i>)	109125
Information gathering operations				Relative Performance of Defense and Commercial Communications Satellite Programs (<i>Report</i>)	110296
Need for Better Policy and Control Over Public Information Requests (<i>Report</i>)	115722	Information systems			
The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492	Potential Impact of National Archives and Records Service Budget Reductions (<i>Report</i>)	117322	Inspection	
Protest of Cost-Plus-Fixed-Fee Contract Award (<i>Decision</i>)	120827	Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619	RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413
The Functions and Activities of the Arms Control and Disarmament Agency (<i>Testimony</i>)	120889	Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536	A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928
Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241	Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542		
Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748	Protest of Selection of Awardee Under Navy RFP (<i>Decision</i>)	120836	Inspectors General	
Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882	Protest of Air Force Determination To Exclude Proposal From the Competitive Range (<i>Decision</i>)	120974	Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619
		Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121276	Institution accreditation	
				VA's Program To Authorize Courses for Veterans Needs Improved Management (<i>Report</i>)	122642

Insurance companies					
International Insurance Trade--U.S. Market Open (<i>Report</i>)	119273	Information on the Proposed Transfer of the Department of Energy's Functions (<i>Report</i>)	122729	The Functions and Activities of the Arms Control and Disarmament Agency (<i>Testimony</i>)	120889
Integrated Facilities System		Social Security Administration's Performance in Providing Public Service (<i>Testimony</i>)	122854	Postal Service Needs To Strengthen Controls Over Employee Overtime (<i>Report</i>)	121022
Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (<i>Report</i>)	121952	Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878	Triennial Assessment of TVA, FY's 1980-1982 (<i>Report</i>)	121186
Intelligence gathering operations		Intercoastal waterways		Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515
International Reaction to the Proposed Commercialization of Landsat (<i>Testimony</i>)	122444	The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (<i>Report</i>)	112265	Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677
Interagency relations		Interest rates		Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748
Coordination, Policy Development, and Implementation for International Telecommunications Facilities (<i>Testimony</i>)	106775	Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655	Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834
A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552	Intergovernmental fiscal relations		Export-Import Bank's Exporter Insurance Program (<i>Report</i>)	121848
The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455	Followup of Guam's Administration of Its Income Tax Program (<i>Report</i>)	122685	Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882
Summaries of Conclusions and Recommendations on Department of Defense Operations (<i>Report</i>)	120717	Intergovernmental relations		GAO's Second Biennial Report on the Impact of Public Law 94-519 (<i>Testimony</i>)	122005
Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (<i>Report</i>)	120720	Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (<i>Report</i>)	119495	Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078
U.S. Preparations for the 1983 Regional Administrative Radio Conference (<i>Testimony</i>)	120767	Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476	Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445
U.S. Preparations for an International Conference on Broadcast Satellites (<i>Report</i>)	120788	Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program (<i>Report</i>)	122545	The Present State of the U.S. Postal Service (<i>Testimony</i>)	122611
The Functions and Activities of the Arms Control and Disarmament Agency (<i>Testimony</i>)	120889	VA's Program To Authorize Courses for Veterans Needs Improved Management (<i>Report</i>)	122642	Telecommunications Security and Privacy (<i>Testimony</i>)	122613
Do It Yourself: Compare and Improve Your Payroll System (<i>Other</i>)	120952	Internal audits		Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (<i>Report</i>)	122752
Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414	Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619	The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753
Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	Triennial Assessment of TVA, FY's 1980-1982 (<i>Report</i>)	121186	GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (<i>Report</i>)	122846
DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	Computer Security in the Federal Government (<i>Testimony</i>)	122730	Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (<i>Report</i>)	122874
Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001	Internal controls		Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (<i>Letter</i>)	122887
The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290	Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (<i>Report</i>)	122892
Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332	Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350	International agreements	
Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638	Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520	DOE's Decision To Defederalize the Bartlesville Energy Technology Center (<i>Report</i>)	120772

The Functions and Activities of the Arms Control and Disarmament Agency (*Testimony*) 120889

Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677

International cooperation

FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953

International economic relations

Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (*Report*) 122151

International law

Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662

International relations

Coordination, Policy Development, and Implementation for International Telecommunications Facilities (*Testimony*) 106775

The Federal Communications Commission's International Telecommunications Activities (*Report*) 118209

Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (*Report*) 119495

RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413

U.S. Preparations for the 1983 Regional Administrative Radio Conference (*Testimony*) 120767

U.S. Preparations for an International Conference on Broadcast Satellites (*Report*) 120788

International Reaction to the Proposed Commercialization of Landsat (*Testimony*) 122444

Controlling Exports of Dual-Use Nuclear-Related Equipment (*Report*) 122594

International trade

International Insurance Trade--U.S. Market Open (*Report*) 119273

Japanese Industrial Policy (*Testimony*) 121771

Japanese Industrial Policy (*Testimony*) 121866

International Reaction to the Proposed Commercialization of Landsat (*Testimony*) 122444

Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677

International trade regulation

Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (*Report*) 122151

International trade restriction

International Insurance Trade--U.S. Market Open (*Report*) 119273

Defense Department Foreign Source Procurement (*Report*) 120640

International travel

Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (*Report*) 119495

A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928

Inventories

Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651

Inventory control

The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (*Report*) 121680

Inventory control systems

Continued Improvements Needed in Air Force Procedures and Practices (*Report*) 120536

Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (*Testimony*) 121204

Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (*Report*) 121237

Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667

Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (*Report*) 121834

Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (*Report*) 121952

Improvements in Certain District of Columbia Public Schools' Administrative Operations (*Report*) 121998

Navy Logistics Data-Base Problems Need Increased Management Attention (*Report*) 122171

Department of Defense Spare Parts Procurement Practices (*Testimony*) 122681

Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752

VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (*Report*) 122791

The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861

Investigations by Federal agencies

Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (*Report*) 116409

Review of DOD Investigation of Leak of Classified Information to The Washington Post (*Report*) 119859

Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468

Investigations into Federal agencies

Need for Better Policy and Control Over Public Information Requests (*Report*) 115722

Review of DOD Investigation of Leak of Classified Information to The Washington Post (*Report*) 119859

Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (*Report*) 120040

Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717

Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720

Federal Communications Commission Can Further Improve Its Licensing Activities (*Report*) 121239

Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954

Irregular procurement practices

Unduly Restrictive Specifications (*Decision*) 102049

Protest Involving Contract Award (*Decision*) 112246

Request for Reconsideration (*Decision*) 116631

Protest of Rejection of Bid by Labor (*Decision*) 120584

Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (*Report*) 120622

Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (*Report*) 122639

Subject Index**Lending institutions**

Job Bank		Protest of Bid Rejection by Air Force (<i>Decision</i>)	121143	Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571
Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (<i>Report</i>)	121351	Protest of Navy Refusal To Consider Revised Proposal (<i>Decision</i>)	121366	The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158
Jurisdictional authority		Protest of Quotation Rejection by Navy (<i>Decision</i>)	122569		
Request for Reconsideration (<i>Decision</i>)	112792	Late payments		Legal research	
Request for Contract Reformation (<i>Decision</i>)	112885	Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520	Protest of Capability Requirement Addition to Awarded Contract (<i>Decision</i>)	122985
Labor costs		Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655		
Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896	The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970	Legislation	
The Present State of the U.S. Postal Service (<i>Testimony</i>)	122611			Coordination, Policy Development, and Implementation for International Telecommunications Facilities (<i>Testimony</i>)	106775
Labor force		Law enforcement		Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148
Automation in the Workplace (<i>Testimony</i>)	121044	The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (<i>Report</i>)	106773	Progress in Improving Program and Budget Information for Congressional Use (<i>Report</i>)	122783
Labor statistics		A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928		
Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248	DOD System of Managing Physical Security at Military Bases (<i>Testimony</i>)	122024	Legislative, Authorization, Program, and Budget Information System	
Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (<i>Report</i>)	121351	The FBI Has Improved Its Fingerprint Identification Service (<i>Report</i>)	122157	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121276
Labor supply		With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121277
National Defense Executive Reserve Program (<i>Report</i>)	120719	Computer Technology at IRS: Present and Planned (<i>Staff Study</i>)	122292	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121278
Automation in the Workplace (<i>Testimony</i>)	121044	Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121279
Further Improvements Needed in Processing Tax Regulations (<i>Report</i>)	122961			Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121280
Land leases		Lawyers		Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121281
Land Use Bibliography (<i>Report</i>)	121903	Further Improvements Needed in Processing Tax Regulations (<i>Report</i>)	122961	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121282
Land management				Legislators	
Land Use Bibliography (<i>Report</i>)	121903	Leases		Political Rating Systems in the Department of Defense (<i>Testimony</i>)	121735
Land reclamation		Protest of Air Force Contract Award (<i>Decision</i>)	120001	Compiling Numerical Ratings for Members of the Congress by the Department of Defense (<i>Report</i>)	121991
Land Use Bibliography (<i>Report</i>)	121903	Protest of Selective Service System Contract Award (<i>Decision</i>)	120553		
Land transfers		Claim for Payment by Virtue of Assignment of Proceeds (<i>Decision</i>)	121383	Lending institutions	
Land Use Bibliography (<i>Report</i>)	121903	Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781	The FBI Has Improved Its Fingerprint Identification Service (<i>Report</i>)	122157
Land use agreements		Protest of Quotation Rejection by Navy (<i>Decision</i>)	122569	Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468
Land Use Bibliography (<i>Report</i>)	121903				
Landsat		Leasing policies			
Costs and Uses of Remote Sensing Satellites (<i>Report</i>)	120782	Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838		
International Reaction to the Proposed Commercialization of Landsat (<i>Testimony</i>)	122444	Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350		
Late bids					
Protest Against Agency Refusal To Accept Bid Modification (<i>Decision</i>)	113972				

Liability (legal)

- The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (*Report*) 122753
- License agreements**
- Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651
- Licenses**
- The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (*Report*) 106773
- Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651
- Federal Communications Commission Can Further Improve Its Licensing Activities (*Report*) 121239
- Life cycle costs**
- DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721
- Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261
- Protest of DOE Contract Award (*Decision*) 122362
- Litigation**
- Protest of Army Contract Award (*Decision*) 118421
- Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (*Report*) 120925
- Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954
- Social Security Administration's Performance in Providing Public Service (*Testimony*) 122854
- Loan defaults**
- Debt Collection at the Department of Education (*Testimony*) 122154
- Local governments**
- Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774
- Logistics**
- Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629
- The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (*Report*) 120455
- Continued Improvements Needed in Air Force Procedures and Practices (*Report*) 120536
- Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (*Report*) 121237
- Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667
- Navy Logistics Data-Base Problems Need Increased Management Attention (*Report*) 122171
- Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (*Report*) 122690
- LORAN-C Radionavigation System**
- DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (*Report*) 116401
- Mail delivery problems**
- Protest of Bid Rejection by Air Force (*Decision*) 121143
- Mailing lists**
- A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (*Report*) 117552
- Maintenance Data Collection System**
- The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649
- Maintenance services contracts**
- Protest of Air Force Contract Award to Any Other Firm (*Decision*) 121067
- Protest of Army Failure To Refer Matter of Capability to SBA (*Decision*) 122179
- Management information systems**
- Management of the Federal Emergency Management Agency (*Report*) 120290
- Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (*Report*) 120622
- Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (*Report*) 121241
- Oversight and Reauthorization of the Paperwork Reduction Act (*Testimony*) 121311
- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722
- Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (*Report*) 121952
- With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218
- Request for Review of Delaware Contract Award (*Decision*) 122432
- Budget Reform and the Federal Financial Management System (*Speech*) 122552
- Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (*Report*) 122555
- Opportunities To Improve Geological Survey's ADP Information Resources Management (*Report*) 122673
- Further Improvements Needed in Processing Tax Regulations (*Report*) 122961
- Manpower training**
- National Defense Executive Reserve Program (*Report*) 120719
- Manpower utilization**
- DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (*Report*) 122147
- Review of Overtime Practices and Controls at Selected Installations in the Department of Defense (*Report*) 122189
- Manufacturing industry**
- Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (*Report*) 121476
- Marine Corps Source Data Automation Program**
- Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347
- Marine radio broadcasting**
- DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (*Report*) 116401
- Marine safety**
- The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265
- Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984

- Marine transportation operations**
DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (*Report*) 116401
- Marketing**
International Insurance Trade--U.S. Market Open (*Report*) 119273
FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953
The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861
- Mass transit operations**
Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261
- Massachusetts General Hospital Utility Multi-Programming System**
Suitability of the MUMPS Language for Government Agencies (*Letter*) 121943
- Mathematical analysis**
Response to Specific Questions on the Indian Point Probabilistic Safety Study (*Report*) 121471
- Medicaid programs**
Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544
Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787
Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (*Report*) 122865
- Medical expense claims**
The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (*Report*) 122663
- Medical information systems**
Protest of Defense Contract Award (*Decision*) 121199
- Medical records**
Suitability of the MUMPS Language for Government Agencies (*Letter*) 121943
- Medicare programs**
Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544
- Meteor Burst Emergency Communications System**
Protest of DOE Cancellation of RFP (*Decision*) 116637
- Microwave Landing System**
FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
- Military bases**
DOD System of Managing Physical Security at Military Bases (*Testimony*) 122024
- Military benefits claims**
Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (*Report*) 121882
- Military budgets**
The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000
- Military housing**
Claim for Reimbursement for Telephone Reconnection (*Decision*) 106308
- Military inventories**
Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (*Testimony*) 121204
Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (*Report*) 121834
Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752
- Military materiel**
Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732
Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (*Report*) 121834
Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752
- Military personnel**
Review of Overtime Practices and Controls at Selected Installations in the Department of Defense (*Report*) 122189
- Military procurement**
Relative Performance of Defense and Commercial Communications Satellite Programs (*Report*) 110296
Allegation That Solicitation Failed To Provide Sufficient Information (*Decision*) 111238
The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (*Report*) 120455
- Military research**
Relative Performance of Defense and Commercial Communications Satellite Programs (*Report*) 110296
- Military satellites**
Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230
Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (*Report*) 112313
- Military systems analysis**
Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230
Development of Fire Support Command and Control Systems by the Army and the Marine Corps (*Report*) 122638
- Military vessels**
The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (*Report*) 120455
- Minimum wage rates**
Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (*Report*) 121690
- Minority business assistance**
Request for Contract Reformation (*Decision*) 112885
NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (*Report*) 121831
- Minority Business Program**
NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (*Report*) 121831
- Missile Warning Monitoring System**
Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974

Missiles

Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732

Missing Children and Serial Murder Tracking Program

The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (*Report*) 122849

Mode S Data Link System

FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777

Modifications

The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (*Report*) 120222

Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (*Report*) 121476

Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (*Staff Study*) 122059

Protest of Air Force Contract Award (*Decision*) 122393

Monitoring

A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515

RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413

Continued Improvements Needed in Air Force Procedures and Practices (*Report*) 120536

FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953

Status of the Great Plains Coal Gasification Project (*Report*) 121030

Aviation Safety Hazards (*Testimony*) 121320

The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (*Report*) 121680

Political Rating Systems in the Department of Defense (*Testimony*) 121735

Compiling Numerical Ratings for Members of the Congress by the Department of Defense (*Report*) 121991

VA's Program To Authorize Courses for Veterans Needs Improved Management (*Report*) 122642

Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (*Report*) 122782

Mortgage loans

HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (*Report*) 120893

Motor vehicles

Spreading Commuter Work Hours Could Reduce Transit Costs (*Report*) 120896

Improvements in Certain District of Columbia Public Schools' Administrative Operations (*Report*) 121998

Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261

Multi-year procurement

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (*Report*) 120270

Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320

Protest of Sole-Source Army Contract Award (*Decision*) 122558

Multiple award contracts

Protest of VA Purchase Order Issuance (*Decision*) 115868

Murder

The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (*Report*) 122849

National Accident Sampling System

Protest of NHTSA Contract Award (*Decision*) 122619

National Airspace System

FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777

National Defense Executive Reserve Program

National Defense Executive Reserve Program (*Report*) 120719

National defense operations

Need To Control Federal Warning System Proliferation (*Report*) 099379

Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (*Report*) 112313

Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (*Report*) 116409

Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (*Report*) 120621

National Defense Executive Reserve Program (*Report*) 120719

Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (*Report*) 121237

Development of Fire Support Command and Control Systems by the Army and the Marine Corps (*Report*) 122638

Effect of National Security Decision Directive 84, Safeguarding National Security Information (*Report*) 122641

Implications of Joint NASA/DOD Participation in Space Shuttle Operations (*Report*) 122878

National Direct Student Loan Program

Debt Collection at the Department of Education (*Testimony*) 122154

National Earthquake Hazards Reduction Program

Stronger Direction Needed for the National Earthquake Program (*Report*) 122001

National Electronic Accounting and Reporting System

Selected GSA Real Property Operations Contain Internal Control Weaknesses (*Report*) 120350

Natural gas

Status of the Great Plains Coal Gasification Project (*Report*) 121030

Naval personnel

Need for Central Adjudication Facility for Security Clearances for Navy Personnel (*Report*) 122152

Navigation aids

Status of the NAVSTAR Global Positioning System (*Report*) 101126

Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230

The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265

DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (*Report*) 116401

DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856

- Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320
- NAVSTAR Global Positioning System**
DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (*Report*) 116401
DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856
Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320
- Navy AN/UYSK-43/44 Military Computer Program**
DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721
- Navy procurement**
Protest Against Agency Refusal To Accept Bid Modification (*Decision*) 113972
DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856
Protest of Navy Actions in Connection With RFP (*Decision*) 121164
Protest of Navy Contract Award (*Decision*) 121298
Request for Reconsideration (*Decision*) 121324
Protest of Navy Refusal To Consider Revised Proposal (*Decision*) 121366
Protest of Navy Evaluation Criteria (*Decision*) 121481
Request for Advance Decision on Claim for Services (*Decision*) 121845
Protest of Use of Benchmark To Evaluate Proposals (*Decision*) 121983
Navy Logistics Data-Base Problems Need Increased Management Attention (*Report*) 122171
Protest of Issuance of Navy Purchase Order (*Decision*) 122192
Protest of Quotation Rejection by Navy (*Decision*) 122569
Protest of Two Noncompetitive Orders Issued by Navy (*Decision*) 122725
Protests of Navy RFP (*Decision*) 123135
- Negotiable instruments**
The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (*Report*) 122753
- Negotiated contracts**
Protest Involving Contract Award (*Decision*) 112246
- ADP Bibliography**
- Protest of Selection of Awardee Under Navy RFP (*Decision*) 120836
Protests of Federal Maritime Commission Contract Award (*Decision*) 121146
- Non-government enterprises**
U.S. Preparations for the 1983 Regional Administrative Radio Conference (*Testimony*) 120767
DOE's Decision To Defederalize the Bartlesville Energy Technology Center (*Report*) 120772
Costs and Uses of Remote Sensing Satellites (*Report*) 120782
U.S. Preparations for an International Conference on Broadcast Satellites (*Report*) 120788
FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953
Federal Communications Commission Can Further Improve Its Licensing Activities (*Report*) 121239
Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (*Report*) 121414
The Federal Role in Fostering University-Industry Cooperation (*Report*) 121492
- Normalization Program**
Software Problems in the Development of the Defense Fuel Automated Management System (*Report*) 122298
- Nuclear energy**
Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729
- Nuclear facility safety**
RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413
Response to Specific Questions on the Indian Point Probabilistic Safety Study (*Report*) 121471
- Nuclear powerplant construction**
Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186
- Nuclear powerplants**
Response to Specific Questions on the Indian Point Probabilistic Safety Study (*Report*) 121471
- Nuclear proliferation**
RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413
- Controlling Exports of Dual-Use Nuclear-Related Equipment (*Report*) 122594
- Nuclear weapons**
RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413
Controlling Exports of Dual-Use Nuclear-Related Equipment (*Report*) 122594
- Nursing homes**
Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (*Report*) 122865
- Nutrition research**
Food Bibliography (*Other*) 121341
- Off-budget Federal entities**
Export-Import Bank's Exporter Insurance Program (*Report*) 121848
- Office equipment**
Protest of Air Force Contract Award (*Decision*) 120001
Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 (*Report*) 120266
Protest of Proposal Evaluation (*Decision*) 120310
Protest of Rejection of Bid by Labor (*Decision*) 120584
Protest of Issuance of HHS Purchase Order (*Decision*) 120695
Protest Alleging Air Force RFP Restricts Competition (*Decision*) 121619
The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (*Report*) 121680
- Office management**
The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (*Report*) 122663
- Oil resources**
Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (*Report*) 120438
Department of Energy Management of the Strategic Petroleum Reserve (*Testimony*) 121487
- Oklahoma**
Unduly Restrictive Specifications (*Decision*) 102049
- Operations analysis**
Financial Information Lacking on Government Telecommunications Services and Equipment (*Report*) 121201

Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions *(Report)* 122555

Social Security Administration's Performance in Providing Public Service *(Testimony)* 122854

Overpayments

Selected GSA Real Property Operations Contain Internal Control Weaknesses *(Report)* 120350

Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees *(Report)* 121748

Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data *(Report)* 121882

Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions *(Report)* 122782

Oversight by Congress

Budget Estimates for FY 1984 *(Testimony)* 120644

Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs *(Report)* 120925

Financial Information Lacking on Government Telecommunications Services and Equipment *(Report)* 121201

Oversight and Reauthorization of the Paperwork Reduction Act *(Testimony)* 121311

Federal Drug Interdiction Efforts Need Strong Central Oversight *(Report)* 121662

Proposed National Technical Information Service Revolving Fund *(Report)* 122445

Oversight committees

Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121276

Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121277

Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121278

Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121279

Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121280

Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121281

Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121282

Overtime compensation

Postal Service Needs To Strengthen Controls Over Employee Overtime *(Report)* 121022

Review of Overtime Practices and Controls at Selected Installations in the Department of Defense *(Report)* 122189

The Present State of the U.S. Postal Service *(Testimony)* 122611

Paperwork

Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws *(Report)* 118926

Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 *(Report)* 120477

Better Use of Information Technology Can Reduce the Burden of Federal Paperwork *(Report)* 121202

Reauthorization of the Paperwork Reduction Act *(Testimony)* 121236

Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain *(Report)* 121241

Oversight and Reauthorization of the Paperwork Reduction Act *(Testimony)* 121311

Improvements in Certain District of Columbia Public Schools' Administrative Operations *(Report)* 121998

Paperwork Reduction Act Amendments of 1983

Reauthorization of the Paperwork Reduction Act *(Testimony)* 121236

Patient care services

Improvements Needed in Clinical Testing of Anticancer Drugs *(Report)* 122524

Payroll systems

Do It Yourself: Compare and Improve Your Payroll System *(Other)* 120952

Problems With Uniform Payroll System Reported by DOT Employees *(Report)* 121645

Personal property

The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement *(Report)* 121680

Personnel classification

Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses *(Report)* 116409

Need for Central Adjudication Facility for Security Clearances for Navy Personnel *(Report)* 122152

Personnel evaluation systems

Need for Central Adjudication Facility for Security Clearances for Navy Personnel *(Report)* 122152

Personnel management

Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation *(Report)* 107517

Attrition of Scientists at Three Regulatory Agencies *(Report)* 120248

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 *(Report)* 120270

Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted *(Report)* 120281

Management of the Federal Emergency Management Agency *(Report)* 120290

U.S. Preparations for the 1983 Regional Administrative Radio Conference *(Testimony)* 120767

U.S. Preparations for an International Conference on Broadcast Satellites *(Report)* 120788

DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing *(Report)* 122147

The FBI Has Improved Its Fingerprint Identification Service *(Report)* 122157

Review of Overtime Practices and Controls at Selected Installations in the Department of Defense *(Report)* 122189

Retrenchment and Redirection at the Office of Personnel Management *(Report)* 122332

Review of the Government Printing Office's Cost Estimate for the Cooperative Map Program *(Report)* 122545

The Present State of the U.S. Postal Service *(Testimony)* 122611

Social Security Administration's Performance in Providing Public Service *(Testimony)* 122854

Personnel recruiting

National Defense Executive Reserve Program *(Report)* 120719

Personnel Security Program

Need for Central Adjudication Facility for Security Clearances for Navy Personnel *(Report)* 122152

Pharmacological research

Improvements Needed in Clinical Testing of Anticancer Drugs *(Report)* 122524

Philadelphia (PA)

Spreading Commuter Work Hours Could Reduce Transit Costs *(Report)* 120896

Philippines

Reconsideration of Denial of Protest Involving Procurement Procedures *(Decision)* 107597

- Pittsburgh (PA)**
 Spreading Commuter Work Hours Could Reduce Transit Costs (*Report*) 120896
- Planning**
 GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893
 Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984
 A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (*Report*) 117552
 Management of the Federal Emergency Management Agency (*Report*) 120290
 The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (*Report*) 120455
 Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (*Report*) 120681
 FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
 Automation in the Workplace (*Testimony*) 121044
 Aviation Safety Hazards (*Testimony*) 121320
 Japanese Industrial Policy (*Testimony*) 121771
 Japanese Industrial Policy (*Testimony*) 121866
 Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (*Report*) 122555
 Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651
 Opportunities To Improve Geological Survey's ADP Information Resources Management (*Report*) 122673
- Planning programming budgeting**
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121276
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121277
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121278
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121279
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121280
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121281
- Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121282
 Stronger Direction Needed for the National Earthquake Program (*Report*) 122001
 Budget Reform and the Federal Financial Management System (*Speech*) 122552
 Progress in Improving Program and Budget Information for Congressional Use (*Report*) 122783
- Policy evaluation**
 Coordination, Policy Development, and Implementation for International Telecommunications Facilities (*Testimony*) 106775
 GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893
 Need for Better Policy and Control Over Public Information Requests (*Report*) 115722
 The Functions and Activities of the Arms Control and Disarmament Agency (*Testimony*) 120889
 Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732
 Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752
 GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (*Report*) 122846
- Political activities**
 Political Rating Systems in the Department of Defense (*Testimony*) 121735
 Compiling Numerical Ratings for Members of the Congress by the Department of Defense (*Report*) 121991
- Population statistics**
 Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787
- Postal rates**
 Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
 The Present State of the U.S. Postal Service (*Testimony*) 122611
- Postal service**
 Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
- Postal Service Needs To Strengthen Controls Over Employee Overtime (*Report*) 121022
 The Present State of the U.S. Postal Service (*Testimony*) 122611
- Postal service contracts**
 Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
- Postal service employees**
 Postal Service Needs To Strengthen Controls Over Employee Overtime (*Report*) 121022
 The Present State of the U.S. Postal Service (*Testimony*) 122611
- Preaward evaluation**
 Protest of Elimination From Competitive Range (*Decision*) 122360
- Precision Location Strike System**
 Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619
- Presidential Management Initiative**
 Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (*Staff Study*) 122059
- Presidential messages**
 President's Third Special Message for FY 1981 (*Report*) 114441
- Presidential proposals**
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121276
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121277
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121278
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121279
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121280
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121281
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121282
- Presidents budgets**
 Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121276

Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121277	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290	Department of Defense Spare Parts Procurement Practices (<i>Testimony</i>)	122681
Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121278	Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520	Procurement policies	
Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121279	Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713	Unduly Restrictive Specifications (<i>Decision</i>)	102049
Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121280	The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970	Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (<i>Decision</i>)	105273
Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121281	Request for Reconsideration (<i>Decision</i>)	121196	Reconsideration of Denial of Protest Involving Procurement Procedures (<i>Decision</i>)	107597
Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121282	Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (<i>Testimony</i>)	121204	Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (<i>Report</i>)	120681
Price regulation		Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239	Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (<i>Report</i>)	122261
Regulating Domestic Telecommunications Common Carriers (<i>Testimony</i>)	116445	Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781	Procurement practices	
The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)	118209	DOD System of Managing Physical Security at Military Bases (<i>Testimony</i>)	122024	Protest of Army Contract Award (<i>Decision</i>)	112706
Printing costs		Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (<i>Report</i>)	122261	Request for Reconsideration (<i>Decision</i>)	112792
Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program (<i>Report</i>)	122545	Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>)	122347	GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (<i>Report</i>)	112893
Prioritizing		Department of Defense Spare Parts Procurement Practices (<i>Testimony</i>)	122681	U.S. Army/Julie Research Laboratories, Inc. (<i>Testimony</i>)	121560
Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515	VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (<i>Report</i>)	122791	Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690
Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332	Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (<i>Report</i>)	122892	Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998
Privacy law		Bonneville Power Administration Control System's Computer Security (<i>Report</i>)	122958	Protest of DOE Contract Award (<i>Decision</i>)	122362
Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515	Procurement		Procurement practices protests	
Procedures or practices evaluation		Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (<i>Report</i>)	120281	Protest of DOE Cancellation of RFP (<i>Decision</i>)	116637
Reconsideration of Denial of Protest Involving Procurement Procedures (<i>Decision</i>)	107597	Procurement cancellation		GSA Contract Award Protest (<i>Decision</i>)	116756
Protest of Army Contract Award (<i>Decision</i>)	112706	Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536	Request for Reconsideration (<i>Decision</i>)	120421
Protest of Army Contract Award (<i>Decision</i>)	113258	Procurement evaluation		Protest of Cost-Plus-Fixed-Fee Contract Award (<i>Decision</i>)	120827
Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831	Protest of USDA Contract Award (<i>Decision</i>)	120842
Protest Against Agency Refusal To Accept Bid Modification (<i>Decision</i>)	113972			Protest of Air Force Determination To Exclude Proposal From the Competitive Range (<i>Decision</i>)	120974
Need for Better Policy and Control Over Public Information Requests (<i>Report</i>)	115722			Protest of Air Force Contract Award to Any Other Firm (<i>Decision</i>)	121067
Regulating Domestic Telecommunications Common Carriers (<i>Testimony</i>)	116445			Protest Alleging Restrictive RFP Provisions (<i>Decision</i>)	121321
Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773			Protest of Sole-Source FAA Contract Award (<i>Decision</i>)	121875
				Protest of Quotation Rejection by Navy (<i>Decision</i>)	122569
				Protests of Navy RFP (<i>Decision</i>)	123135

Procurement procedures

- Protests of Federal Maritime Commission Contract Award (*Decision*) 121146
- Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (*Report*) 121414

Procurement procedures protests

- Reconsideration of Denial of Protest Involving Procurement Procedures (*Decision*) 107597
- Procurement Not Involving Federal Funds Protested (*Decision*) 109752
- Allegation That Solicitation Failed To Provide Sufficient Information (*Decision*) 111238
- Protest of VA Purchase Order Issuance (*Decision*) 115868
- Protest Alleging That Solicitation Unduly Restricts Competition (*Decision*) 116691
- Protest of Issuance of HHS Purchase Order (*Decision*) 120695

Procurement protests

- Prior Decision Dismissing Protest as Untimely Is Affirmed (*Decision*) 108702
- Protest of OPM Solicitation (*Decision*) 120336
- Protest Alleging Restrictive RFP (*Decision*) 121116
- Protest of IFB Requirement (*Decision*) 121815
- Protest of Army Refusal To Consider Attempted Offer (*Decision*) 123059

Procurement regulation

- DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721
- Protest of DLA Contract Award (*Decision*) 122291

Product performance evaluation

- Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
- Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
- Protest of USGS Issuance of Delivery Order (*Decision*) 122571

Production Accounting and Auditing System

- Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (*Report*) 120438

Productivity

- Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (*Report*) 109783

ADP Bibliography

- Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
- Automation in the Workplace (*Testimony*) 121044
- Japanese Industrial Policy (*Testimony*) 121771
- Japanese Industrial Policy (*Testimony*) 121866
- The Present State of the U.S. Postal Service (*Testimony*) 122611
- The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (*Report*) 122663

Profits

- The Federal Communications Commission's International Telecommunications Activities (*Report*) 118209

Program abuses

- Improvements Needed in the District's General Public Assistance Program (*Report*) 120713
- General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
- Computer Matches Identify Potential Unemployment Benefit Overpayments (*Report*) 122376

Program evaluation

- Status of the NAVSTAR Global Positioning System (*Report*) 101126
- Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774
- The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265
- Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984
- A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (*Report*) 117552
- Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (*Report*) 120438
- Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (*Report*) 120542
- Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544
- Budget Estimates for FY 1984 (*Testimony*) 120644
- Improvements Needed in the District's General Public Assistance Program (*Report*) 120713

- Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717
- National Defense Executive Reserve Program (*Report*) 120719
- Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720
- Status of the Phase IV Base Level Computer Replacement Program (*Report*) 121147
- Reauthorization of the Paperwork Reduction Act (*Testimony*) 121236
- Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (*Report*) 121237
- Aviation Safety Hazards (*Testimony*) 121320
- Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351
- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722
- GAO's Second Biennial Report on the Impact of Public Law 94-519 (*Testimony*) 122005
- Need for Central Adjudication Facility for Security Clearances for Navy Personnel (*Report*) 122152
- Software Problems in the Development of the Defense Fuel Automated Management System (*Report*) 122298
- Budget Reform and the Federal Financial Management System (*Speech*) 122552
- VA's Program To Authorize Courses for Veterans Needs Improved Management (*Report*) 122642
- Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651
- Federal Reserve Pricing of Its Check Clearing Services (*Testimony*) 122655
- The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (*Report*) 122663
- Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (*Report*) 122690
- Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (*Report*) 122782
- Bonneville Power Administration Control System's Computer Security (*Report*) 122958

Program management

- The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265

Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public <i>(Report)</i>	116773	Status of Major Acquisitions as of September 30, 1982 <i>(Staff Study)</i>	122296	Protest of NIH Contract Award <i>(Decision)</i>	122435
Need To Examine ALR-74 Radar Warning Receiver Program Schedule <i>(Report)</i>	117777	Prompt payment discounts		Proposal evaluation protests	
Management of the Federal Emergency Management Agency <i>(Report)</i>	120290	Protest of INS Contract Award <i>(Decision)</i>	118429	Protest of Army Contract Award <i>(Decision)</i>	112706
RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed <i>(Report)</i>	120413	The District of Columbia Can Pay More Vendors on Time <i>(Report)</i>	120970	Protest of Method Used by Agency for Proposal Evaluation <i>(Decision)</i>	113838
The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census <i>(Report)</i>	120570	Property and supply management		Protest of Conversion Cost Evaluation Criteria <i>(Decision)</i>	118317
U.S. Preparations for the 1983 Regional Administrative Radio Conference <i>(Testimony)</i>	120767	Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 <i>(Report)</i>	120266	Protest of Army Contract Award <i>(Decision)</i>	118421
U.S. Preparations for an International Conference on Broadcast Satellites <i>(Report)</i>	120788	Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency <i>(Testimony)</i>	121204	Protest of Proposal Evaluation <i>(Decision)</i>	120310
Status of the Great Plains Coal Gasification Project <i>(Report)</i>	121030	Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support <i>(Report)</i>	121237	Protest of Cost-Plus-Fixed-Fee Contract Award <i>(Decision)</i>	120827
Better Use of Information Technology Can Reduce the Burden of Federal Paperwork <i>(Report)</i>	121202	Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts <i>(Report)</i>	121834	Protest of Selection of Awardee Under Navy RFP <i>(Decision)</i>	120836
Aviation Safety Hazards <i>(Testimony)</i>	121320	GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations <i>(Report)</i>	121934	Protest of Proposed Army Contract Award <i>(Decision)</i>	121008
Federal Drug Interdiction Efforts Need Strong Central Oversight <i>(Report)</i>	121662	Improvements in Certain District of Columbia Public Schools' Administrative Operations <i>(Report)</i>	121998	Protest of Defense Contract Award <i>(Decision)</i>	121199
Selected Government-Wide Management Improvement Efforts: 1970 to 1980 <i>(Staff Study)</i>	122059	VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities <i>(Report)</i>	122791	Protest of Commerce Contract Award <i>(Decision)</i>	121246
The FBI Has Improved Its Fingerprint Identification Service <i>(Report)</i>	122157	Property disposal		Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme <i>(Decision)</i>	121367
Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program <i>(Report)</i>	122545	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement <i>(Report)</i>	121680	Protest of USIA Contract Award <i>(Decision)</i>	121385
Telecommunications Security and Privacy <i>(Testimony)</i>	122613	GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations <i>(Report)</i>	121934	Protest of Navy Evaluation Criteria <i>(Decision)</i>	121481
Opportunities To Improve Geological Survey's ADP Information Resources Management <i>(Report)</i>	122673	Property losses		Protest of Exclusion of Proposal From Competitive Range <i>(Decision)</i>	121950
Computer Security in the Federal Government <i>(Testimony)</i>	122730	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement <i>(Report)</i>	121680	Request for Review of Delaware Contract Award <i>(Decision)</i>	122432
GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities <i>(Report)</i>	122846	Proposal evaluation		Protest of USGS Issuance of Delivery Order <i>(Decision)</i>	122571
The Government Printing Office Can More Effectively Manage Its General Sales Program <i>(Report)</i>	122861	Status of the Phase IV Base Level Computer Replacement Program <i>(Report)</i>	121147	Protest of NHTSA Contract Award <i>(Decision)</i>	122619
Implications of Joint NASA/DOD Participation in Space Shuttle Operations <i>(Report)</i>	122878	U.S. Army/Julie Research Laboratories, Inc. <i>(Testimony)</i>	121560	Protest of Contract Award by Administrative Office of the U.S. Courts <i>(Decision)</i>	122829
Projections		Contracting for Computer Teleprocessing Services Can Be Improved <i>(Report)</i>	121904	Protests of Corps of Engineers' Rejections of Proposals <i>(Decision)</i>	122999
The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates <i>(Report)</i>	120222	Proposal preparation costs		Protest of DOE Cancellation of RFP <i>(Decision)</i>	116637
Funds Needed To Develop CPI Quality Control System <i>(Report)</i>	120971	Contemplated Legislation To Provide Telecommunications for the Deaf <i>(Report)</i>			
Response to Specific Questions on the Indian Point Probabilistic Safety Study <i>(Report)</i>	121471	Comments on H.R. 3229 and H.R. 3240 <i>(Letter)</i>			
Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable <i>(Report)</i>	122261	A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions <i>(Report)</i>			
		Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud <i>(Report)</i>			
		Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective <i>(Report)</i>			

Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121236	Public relations	Questionable payments
Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239	The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (<i>Report</i>)	106773
Oversight and Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121311	Social Security Administration's Performance in Providing Public Service (<i>Testimony</i>)	122854
Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	Public schools	Radar equipment
Telecommunications Security and Privacy (<i>Testimony</i>)	122613	Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998
Information on the Proposed Transfer of the Department of Energy's Functions (<i>Report</i>)	122729	Public Telecommunications Facilities Program	DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)
Computer Security in the Federal Government (<i>Testimony</i>)	122730	Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	116856
Proprietary data			Need To Examine ALR-74 Radar Warning Receiver Program Schedule (<i>Report</i>)
Protest of Air Force Contract Award to Any Other Firm (<i>Decision</i>)	121067		117777
Telecommunications Security and Privacy (<i>Testimony</i>)	122613		Radiation accidents
Protest procedures			Response to Specific Questions on the Indian Point Probabilistic Safety Study (<i>Report</i>)
Reconsideration of Denial of Protest Involving Procurement Procedures (<i>Decision</i>)	107597		121471
Protest of Navy Contract Award (<i>Decision</i>)	121298		Radiation exposure hazards
Public administration			Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (<i>Report</i>)
Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (<i>Staff Study</i>)	122059		102794
Public assistance programs			Radiation safety
Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713		Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (<i>Report</i>)
Public Buildings Service Information System			102794
Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781		Radio communications operations
Public debt			Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)
The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753		121239
Public diplomacy			Rates
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (<i>Report</i>)	119495		Regulating Domestic Telecommunications Common Carriers (<i>Testimony</i>)
Public lands			116445
Land Use Bibliography (<i>Report</i>)	121903		The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)
Public records			118209
Need for Better Policy and Control Over Public Information Requests (<i>Report</i>)	115722		Real estate expense claims
ADP Bibliography			Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (<i>Decision</i>)
			105175
			Real estate leases
			Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)
			120571
			Real estate sales
			Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (<i>Decision</i>)
			105175
			Real property
			Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)
			120350

Reconsiderations

- Reconsideration of Denial of Protest Involving Procurement Procedures (*Decision*) 107597
- Prior Decision Dismissing Protest as Untimely Is Affirmed (*Decision*) 108702
- Request for Reconsideration (*Decision*) 112792
- Request for Reconsideration (*Decision*) 116631
- Request for Reconsideration (*Decision*) 120421
- Request for Reconsideration of Sustained Protest Against Army Contract Award (*Decision*) 123092

Records management

- Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (*Report*) 118926
- Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202
- Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (*Testimony*) 121204
- Freedom of Information Act Operations at Six Department of Justice Units (*Report*) 121515
- Budget Reform and the Federal Financial Management System (*Speech*) 122552
- Effect of National Security Decision Directive 84, Safeguarding National Security Information (*Report*) 122641
- VA's Program To Authorize Courses for Veterans Needs Improved Management (*Report*) 122642
- Computer Security in the Federal Government (*Testimony*) 122730
- Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752

Records retention

- More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (*Report*) 121316

Reductions in force (manpower)

- Attrition of Scientists at Three Regulatory Agencies (*Report*) 120248
- DOE's Decision To Defederalize the Bartlesville Energy Technology Center (*Report*) 120772
- Retrenchment and Redirection at the Office of Personnel Management (*Report*) 122332

Reform 88 Program

- Telecommunications Security and Privacy (*Testimony*) 122613

Regional planning

- Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186

Regulation

- Cable Television and a Regulatory Policy (*Report*) 090038
- Protest of Method Used by Agency for Proposal Evaluation (*Decision*) 113838
- Regulating Domestic Telecommunications Common Carriers (*Testimony*) 116445
- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722
- Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (*Report*) 122344
- The Effects of Changes in the Telecommunications Industry on FCC Operations (*Testimony*) 122443

Regulatory agencies

- Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (*Decision*) 105273
- The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (*Report*) 106773
- Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651
- Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (*Report*) 110239
- The Federal Communications Commission's International Telecommunications Activities (*Report*) 118209
- Attrition of Scientists at Three Regulatory Agencies (*Report*) 120248
- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722
- Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468
- Further Improvements Needed in Processing Tax Regulations (*Report*) 122961

Reimbursements to government

- GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (*Report*) 121934

Relocation allowances

- Consolidation of United States Information Agency Activities in Washington, D.C. (*Report*) 120571

Relocation expense claims

- Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (*Decision*) 105175
- Claim for Reimbursement for Telephone Reconnection (*Decision*) 106308

Remote Continual Verification System

- RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413

Rent policies

- Problems With GSA's Management of Lease Renewal Options (*Report*) 121781

Reporting requirements

- The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (*Report*) 119492
- The Functions and Activities of the Arms Control and Disarmament Agency (*Testimony*) 120889
- General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
- More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (*Report*) 121316
- Problems With Uniform Payroll System Reported by DOT Employees (*Report*) 121645
- Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646
- Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954
- Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (*Report*) 122474
- Improvements Needed in Clinical Testing of Anticancer Drugs (*Report*) 122524
- Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752
- The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (*Report*) 122753
- Progress in Improving Program and Budget Information for Congressional Use (*Report*) 122783
- GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (*Report*) 122846

Reports management

- Validity and Comparability of Quantitative Data Presented by the

Subject Index

Small Business 8(a) Procurement Program

President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619	Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Report</i>)	122524	Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (<i>Staff Study</i>)	120320
Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925	Retail Order Processing System The Government Printing Office Can More Effectively Manage Its General Sales Program (<i>Report</i>)	122861	U.S. Preparations for the 1983 Regional Administrative Radio Conference (<i>Testimony</i>)	120767
Reprocurement		Retirement benefits		U.S. Preparations for an International Conference on Broadcast Satellites (<i>Report</i>)	120788
Request for Reconsideration (<i>Decision</i>)	116631	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	Savings and loan associations	
Requests for proposals		Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748	Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468
Prior Decision Dismissing Protest as Untimely Is Affirmed (<i>Decision</i>)	108702	Computer Matches Identify Potential Unemployment Benefit Overpayments (<i>Report</i>)	122376	Savings Bond Program	
Allegation That Solicitation Failed To Provide Sufficient Information (<i>Decision</i>)	111238	Revolving funds		The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753
Research and development		Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	Scientific research	
Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)	112984	GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (<i>Report</i>)	122846	Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248
President's Third Special Message for FY 1981 (<i>Report</i>)	114441	Right of privacy		Search and seizure	
DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (<i>Report</i>)	116401	Telecommunications Security and Privacy (<i>Testimony</i>)	122613	Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662
RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413	Royalty payments		Securities	
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (<i>Report</i>)	120438	The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753
The Federal Role in Fostering University-Industry Cooperation (<i>Report</i>)	121492	Safety standards		Service contracts	
DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	Response to Specific Questions on the Indian Point Probabilistic Safety Study (<i>Report</i>)	121471	Protest of Air Force Contract Award (<i>Decision</i>)	120001
Japanese Industrial Policy (<i>Testimony</i>)	121771	Sales		Defense Department Foreign Source Procurement (<i>Report</i>)	120640
Japanese Industrial Policy (<i>Testimony</i>)	121866	The Government Printing Office Can More Effectively Manage Its General Sales Program (<i>Report</i>)	122861	Protest Alleging Restrictive RFP Provisions (<i>Decision</i>)	121321
International Reaction to the Proposed Commercialization of Landsat (<i>Testimony</i>)	122444	Satellite Applications Program		Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367
Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878	Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	120040	Simplified Inter-Governmental Billings and Collections System	
GAO Research Guide. Electronic Data Processing (<i>Other</i>)	123269	Satellite Communications System		Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655
Research and development costs		Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (<i>Report</i>)	112313	Small Business 8(a) Procurement Program	
Relative Performance of Defense and Commercial Communications Satellite Programs (<i>Report</i>)	110296	Satellites		Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (<i>Decision</i>)	121070
Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638	Status of the NAVSTAR Global Positioning System (<i>Report</i>)	101126	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
Research program management					
The Federal Role in Fostering University-Industry Cooperation (<i>Report</i>)	121492				

- Small business set-asides**
- Protest of NIH Contract Award (*Decision*) 120798
- Protest of Air Force Contract Award to Any Other Firm (*Decision*) 121067
- Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (*Decision*) 121070
- Protest of Army Failure To Refer Matter of Capability to SBA (*Decision*) 122179
- Social security benefits**
- A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515
- Social Security Administration's Performance in Providing Public Service (*Testimony*) 122854
- Sole source contracts**
- Contracting for Computer Teleprocessing Services Can Be Improved (*Report*) 121904
- Sole source procurement**
- GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893
- Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320
- U.S. Army/Julie Research Laboratories, Inc. (*Testimony*) 121560
- Protest of Sole-Source FAA Contract Award (*Decision*) 121875
- Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347
- Protest of Sole-Source Army Contract Award (*Decision*) 122558
- Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (*Report*) 122639
- Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651
- Protest of Two Noncompetitive Orders Issued by Navy (*Decision*) 122725
- Solicitation cancellation protests**
- Protest of DOE Cancellation of RFP (*Decision*) 116637
- Protest of Cancellation of IFB Issued by USDA (*Decision*) 120376
- Protest of DCA Solicitation Cancellation (*Decision*) 121512
- Solicitation modifications**
- Protest Against Agency Refusal To Accept Bid Modification (*Decision*) 113972
- Protest Alleging That Solicitation Unduly Restricts Competition (*Decision*) 116691
- GSA Contract Award Protest (*Decision*) 116756
- Protest of Proposed Army Contract Award (*Decision*) 121008
- Protest of Air Force Contract Award to Any Other Firm (*Decision*) 121067
- Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (*Decision*) 121070
- Protest of Navy Refusal To Consider Revised Proposal (*Decision*) 121366
- Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (*Decision*) 121367
- Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (*Decision*) 121787
- Request for Reconsideration of Sustained Protest Against Army Contract Award (*Decision*) 123092
- Solicitation specifications**
- Protest of Army Contract Award (*Decision*) 112706
- Protest of Army Contract Award (*Decision*) 113258
- Protest of VA Purchase Order Issuance (*Decision*) 115868
- Protest Alleging That Solicitation Unduly Restricts Competition (*Decision*) 116691
- Protest of INS Contract Award (*Decision*) 118429
- Protest of Air Force Contract Award (*Decision*) 120001
- Protest of OPM Solicitation (*Decision*) 120336
- Request for Reconsideration (*Decision*) 120421
- Protest of Selective Service System Contract Award (*Decision*) 120553
- Protest of Rejection of Bid by Labor (*Decision*) 120584
- Protest of Issuance of HHS Purchase Order (*Decision*) 120695
- Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974
- Protest of Proposed Army Contract Award (*Decision*) 121008
- Protest of Air Force Contract Award to Any Other Firm (*Decision*) 121067
- Protests of Commerce Contract Award (*Decision*) 121075
- Protest Alleging Restrictive RFP (*Decision*) 121116
- Protest Alleging Restrictive RFP Provisions (*Decision*) 121321
- Request for Reconsideration (*Decision*) 121324
- Protest of Proposed Award of Army Contract (*Decision*) 121760
- Protest of IFB Requirement (*Decision*) 121815
- Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121950
- Protest of Use of Benchmark To Evaluate Proposals (*Decision*) 121983
- Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (*Decision*) 122135
- Protest of Air Force Contract Award (*Decision*) 122393
- Second Request for Reconsideration (*Decision*) 122658
- Protest of Contract Award by Administrative Office of the U.S. Courts (*Decision*) 122829
- Protests of Corps of Engineers' Rejections of Proposals (*Decision*) 122999
- Space exploration**
- Implications of Joint NASA/DOD Participation in Space Shuttle Operations (*Report*) 122878
- Special Accounts Reporting and Billing Control System**
- The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861
- Special Supplemental Food Program for Women, Infants, and Children**
- Request for Review of Delaware Contract Award (*Decision*) 122432
- St. Louis (MO)**
- Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629
- Standards evaluation**
- Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (*Report*) 109783
- More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (*Report*) 121316
- Need for Central Adjudication Facility for Security Clearances for Navy Personnel (*Report*) 122152
- FBI Management of Its Automated Information Systems (*Report*) 122616
- State governments**
- Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774
- State law**
- Unduly Restrictive Specifications (*Decision*) 102049

- State programs**
 Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646
- State-administered programs**
 General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (*Testimony*) 121137
- Statistical data**
 Financial Information Lacking on Government Telecommunications Services and Equipment (*Report*) 121201
 How the Content of the Agricultural and Economic Censuses Is Determined and Used (*Report*) 122484
- Statistical methods**
 Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619
- Strategic Petroleum Reserve**
 Department of Energy Management of the Strategic Petroleum Reserve (*Testimony*) 121487
- Strategic Satellite System Program**
 Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (*Report*) 112313
- Student aid programs**
 Debt Collection at the Department of Education (*Testimony*) 122154
- Student financial aid**
 Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039
- Student loans**
 Debt Collection at the Department of Education (*Testimony*) 122154
- Subcontractors**
 Protest of Navy Contract Award (*Decision*) 121298
- Subsidies**
 Unduly Restrictive Specifications (*Decision*) 102049
 Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (*Report*) 122151
- Federal Reserve Pricing of Its Check Clearing Services (*Testimony*) 122655
- Surplus Federal property**
 GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (*Report*) 121934
 GAO's Second Biennial Report on the Impact of Public Law 94-519 (*Testimony*) 122005
- Systems analysis**
 Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (*Report*) 122690
- Systems design**
 GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893
 Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629
 Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320
 Do It Yourself: Compare and Improve Your Payroll System (*Other*) 120952
 Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (*Report*) 121952
 Navy Logistics Data-Base Problems Need Increased Management Attention (*Report*) 122171
 Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (*Letter*) 122887
- Systems evaluation**
 Status of the NAVSTAR Global Positioning System (*Report*) 101126
 Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (*Report*) 112313
 GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893
 Protest of Army Contract Award (*Decision*) 113258
 Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629
 The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649
- Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (*Report*) 120925
 Request for Reconsideration (*Decision*) 121196
 Protest of Issuance of Navy Purchase Order (*Decision*) 122192
 Software Problems in the Development of the Defense Fuel Automated Management System (*Report*) 122298
 FBI Management of Its Automated Information Systems (*Report*) 122616
- Systems management**
 Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629
 The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649
 FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
 Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (*Report*) 120925
 Opportunities for Improving the Management of DOD Computer Systems (*Testimony*) 121729
 Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (*Report*) 122078
 FBI Management of Its Automated Information Systems (*Report*) 122616
 Opportunities To Improve Geological Survey's ADP Information Resources Management (*Report*) 122673
- Tactical Air Navigation System**
 DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856
 Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320
- Tactical Army Combat Service Support Computer System**
 Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347
- Tariffs**
 Protest of Method Used by Agency for Proposal Evaluation (*Decision*) 113838
 Protest of Agency Refusal To Amend Solicitation (*Decision*) 116192
 Protest of Selective Service System Contract Award (*Decision*) 120553
- Tax administration**
 Impact of the Paperwork Reduction Act on the Internal Revenue

- Service's Ability To Administer the Tax Laws (*Report*) 118926
- IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
- Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677
- Japanese Industrial Policy (*Testimony*) 121771
- Japanese Industrial Policy (*Testimony*) 121866
- Compilation of GAO's Work on Tax Administration Activities During 1982 (*Report*) 122148
- With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218
- Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (*Report*) 122474
- Followup of Guam's Administration of Its Income Tax Program (*Report*) 122685
- Further Improvements Needed in Processing Tax Regulations (*Report*) 122961
- Tax administration systems**
- Computer Technology at IRS: Present and Planned (*Staff Study*) 122292
- Tax consultants**
- IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
- Tax exempt organizations**
- Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (*Report*) 122474
- Tax nonpayment**
- Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (*Report*) 118926
- Tax returns**
- Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677
- Compilation of GAO's Work on Tax Administration Activities During 1982 (*Report*) 122148
- Computer Technology at IRS: Present and Planned (*Staff Study*) 122292
- Tax Shelter Program**
- With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218
- Tax shelters**
- With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218
- Tax violations**
- IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
- Taxpayer Compliance Improvement Act of 1982**
- Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (*Report*) 118926
- Taxpayers**
- Changing Medicaid Formula Can Improve Distribution of Funds to States (*Report*) 120787
- Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677
- Technical proposal evaluation**
- Protest Involving Contract Award (*Decision*) 112246
- Protest of Army Contract Award (*Decision*) 112706
- Protest of VA Purchase Order Issuance (*Decision*) 115868
- Protest of INS Contract Award (*Decision*) 118429
- Protest of National Telecommunications and Information Administration Contract Award (*Decision*) 119598
- Protest of Air Force Contract Award (*Decision*) 120001
- Protest of Selection of Awardee Under Navy RFP (*Decision*) 120836
- Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974
- Protest of Proposed Army Contract Award (*Decision*) 121008
- Protest of Defense Contract Award (*Decision*) 121199
- Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (*Decision*) 121367
- Protest of USIA Contract Award (*Decision*) 121385
- Protest of Proposed Award of Army Contract (*Decision*) 121760
- Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (*Decision*) 122135
- Protest of Army Failure To Refer Matter of Capability to SBA (*Decision*) 122179
- Protest of Elimination From Competitive Range (*Decision*) 122360
- Protest of DOE Contract Award (*Decision*) 122362
- Protest of Air Force Contract Award (*Decision*) 122393
- Protest of NHTSA Contract Award (*Decision*) 122619
- Protests of Corps of Engineers' Rejections of Proposals (*Decision*) 122999
- Technical proposals**
- Allegation That Solicitation Failed To Provide Sufficient Information (*Decision*) 111238
- Request for Reconsideration (*Decision*) 112792
- Technology transfer**
- DOE's Decision To Defederalize the Bartlesville Energy Technology Center (*Report*) 120772
- Automation in the Workplace (*Testimony*) 121044
- Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202
- Reauthorization of the Paperwork Reduction Act (*Testimony*) 121236
- Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (*Report*) 121476
- Japanese Industrial Policy (*Testimony*) 121771
- Japanese Industrial Policy (*Testimony*) 121866
- The Effects of Changes in the Telecommunications Industry on FCC Operations (*Testimony*) 122443
- Assessment of Bilateral Telecommunications Agreements With Japan (*Report*) 122557
- Controlling Exports of Dual-Use Nuclear-Related Equipment (*Report*) 122594
- Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (*Report*) 122690
- Telecommunications equipment**
- Status of the NAVSTAR Global Positioning System (*Report*) 101126
- Claim for Reimbursement for Telephone Reconnection (*Decision*) 106308
- The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (*Report*) 106773
- Coordination, Policy Development, and Implementation for International Telecommunications Facilities (*Testimony*) 106775
- Procurement Not Involving Federal Funds Protested (*Decision*) 109752

Allegation That Solicitation Failed To Provide Sufficient Information (<i>Decision</i>)	111238	GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (<i>Report</i>)	112893	Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239
Protest of Army Contract Award (<i>Decision</i>)	112706	Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)	112984	Protest of Exclusion of Proposal From Competitive Range (<i>Decision</i>)	121766
Request for Reconsideration (<i>Decision</i>)	112792	Protest of Army Contract Award (<i>Decision</i>)	113258	Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904
Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838	Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629	DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (<i>Report</i>)	122147
Request for Reconsideration (<i>Decision</i>)	116631	Protest Against Agency Refusal To Accept Bid Modification (<i>Decision</i>)	113972	Protest of DOE Contract Award (<i>Decision</i>)	122362
GSA Contract Award Protest (<i>Decision</i>)	116756	President's Third Special Message for FY 1981 (<i>Report</i>)	114441	The Effects of Changes in the Telecommunications Industry on FCC Operations (<i>Testimony</i>)	122443
Protest of Army Contract Award (<i>Decision</i>)	118421	Comments on H.R. 3229 and H.R. 3240 (<i>Letter</i>)	115445	Assessment of Bilateral Telecommunications Agreements With Japan (<i>Report</i>)	122557
Financial Information Lacking on Government Telecommunications Services and Equipment (<i>Report</i>)	121201	Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868	Telecommunications Security and Privacy (<i>Testimony</i>)	122613
DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (<i>Report</i>)	122147	Protest of Agency Refusal To Amend Solicitation (<i>Decision</i>)	116192	GAO ADP Data Lines: Issue No. 1 (<i>Other</i>)	122631
The Effects of Changes in the Telecommunications Industry on FCC Operations (<i>Testimony</i>)	122443	Regulating Domestic Telecommunications Common Carriers (<i>Testimony</i>)	116445	GAO ADP Data Lines: Issue No. 2 (<i>Other</i>)	122632
Assessment of Bilateral Telecommunications Agreements With Japan (<i>Report</i>)	122557	Protest of DOE Cancellation of RFP (<i>Decision</i>)	116637	GAO ADP Data Lines: Issue No. 4 (<i>Other</i>)	122634
		Protest Alleging That Solicitation Unduly Restricts Competition (<i>Decision</i>)	116691	Protest of Two Noncompetitive Orders Issued by Navy (<i>Decision</i>)	122725
Telecommunications operations		The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)	118209	Computer Security in the Federal Government (<i>Testimony</i>)	122730
Cable Television and a Regulatory Policy (<i>Report</i>)	090038	Protest of Conversion Cost Evaluation Criteria (<i>Decision</i>)	118317	GAO Research Guide: Electronic Data Processing (<i>Other</i>)	123269
Need To Control Federal Warning System Proliferation (<i>Report</i>)	099379	Protest of INS Contract Award (<i>Decision</i>)	118429		
Unduly Restrictive Specifications (<i>Decision</i>)	102049	Protest of National Telecommunications and Information Administration Contract Award (<i>Decision</i>)	119598	Telephone communications operations	
Certification Requirements for "Short-Haul" Telephone Toll Calls (<i>Decision</i>)	105051	Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	120040	Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (<i>Decision</i>)	105175
Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (<i>Decision</i>)	105175	RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413	Allegation That Solicitation Failed To Provide Sufficient Information (<i>Decision</i>)	111238
Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (<i>Decision</i>)	105273	Protest of Selective Service System Contract Award (<i>Decision</i>)	120553	GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (<i>Report</i>)	112893
The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (<i>Report</i>)	106773	U.S. Preparations for the 1983 Regional Administrative Radio Conference (<i>Testimony</i>)	120767	Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629
Contemplated Legislation To Provide Telecommunications for the Deaf (<i>Report</i>)	106774	U.S. Preparations for an International Conference on Broadcast Satellites (<i>Report</i>)	120788	Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773
Coordination, Policy Development, and Implementation for International Telecommunications Facilities (<i>Testimony</i>)	106775	FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953	Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (<i>Report</i>)	122344
Reconsideration of Denial of Protest Involving Procurement Procedures (<i>Decision</i>)	107597	Protests of Commerce Contract Award (<i>Decision</i>)	121075		
Prior Decision Dismissing Protest as Untimely Is Affirmed (<i>Decision</i>)	108702	Financial Information Lacking on Government Telecommunications Services and Equipment (<i>Report</i>)	121201	Teleprocessing Services Program	
Protest Involving Contract Award (<i>Decision</i>)	112246	Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121236	Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868
Request for Contract Reformation (<i>Decision</i>)	112885			Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904

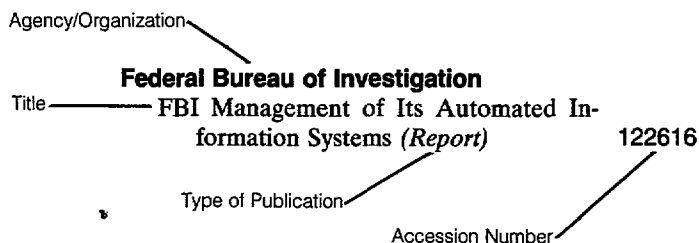
Protest of Use of Benchmark To Evaluate Proposals (<i>Decision</i>)	121983	Information for Foreign Visitors (<i>Report</i>)	119495	Protest of Use of Benchmark To Evaluate Proposals (<i>Decision</i>)	121983
Television broadcasting		Traffic Alert and Collision Avoidance System		Protest of DOE Contract Award (<i>Decision</i>)	122362
Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239	FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999
Television communications operations		Transportation safety		Untimely procurement-protests	
Cable Television and a Regulatory Policy (<i>Report</i>)	090038	Aviation Safety Hazards (<i>Testimony</i>)	121320	Prior Decision Dismissing Protest as Untimely Is Affirmed (<i>Decision</i>)	108702
Test equipment		Travel allowances		Protest Alleging That Solicitation Unduly Restricts Competition (<i>Decision</i>)	116691
Contemplated Legislation To Provide Telecommunications for the Deaf (<i>Report</i>)	106774	Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	120040	Protest of DLA Contract Award (<i>Decision</i>)	120461
Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (<i>Report</i>)	122639	Trust funds		Protest of Selection of Awardee Under Navy RFP (<i>Decision</i>)	120836
Testing		Protest of Treasury Contract Award (<i>Decision</i>)	122224	Protest Alleging Restrictive RFP Provisions (<i>Decision</i>)	121321
A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552	UH-60A Helicopter		Protest of DLA Contract Award (<i>Decision</i>)	122291
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542	Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (<i>Report</i>)	121237	Protest of Elimination From Competitive Range (<i>Decision</i>)	122360
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Unemployment insurance benefits		Request for Review of Delaware Contract Award (<i>Decision</i>)	122432
Protest Alleging Restrictive RFP (<i>Decision</i>)	121116	Computer Matches Identify Potential Unemployment Benefit Overpayments (<i>Report</i>)	122376	Protest of NHTSA Contract Award (<i>Decision</i>)	122619
Status of the Phase IV Base Level Computer Replacement Program (<i>Report</i>)	121147	Unfair competition		Protests of Navy RFP (<i>Decision</i>)	123135
U.S. Army/Julie Research Laboratories, Inc. (<i>Testimony</i>)	121560	Request for Reconsideration (<i>Decision</i>)	116631	Urban transportation operations	
Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732	Protest of NIH Contract Award (<i>Decision</i>)	122435	Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896
Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Report</i>)	122524	Uniform Inventory Control Point System		Utility rates	
Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (<i>Report</i>)	122690	Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171	Triennial Assessment of TVA, FY's 1980-1982 (<i>Report</i>)	121186
Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (<i>Report</i>)	122852	Uniform Payroll System		The Effects of Changes in the Telecommunications Industry on FCC Operations (<i>Testimony</i>)	122443
Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (<i>Letter</i>)	122887	Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	Veterans benefits	
Toxic substances		Untimely bid-protests		Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882
Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Report</i>)	122524	Protest of Agency Refusal To Amend Solicitation (<i>Decision</i>)	116192	Veterans education	
Trade policies		Protest of OPM Solicitation (<i>Decision</i>)	120336	VA's Program To Authorize Courses for Veterans Needs Improved Management (<i>Report</i>)	122642
Funding Constraints Require a New Approach To Support Tourism		Protest of NIH Contract Award (<i>Decision</i>)	120798	Visibility and Management of Operating and Support Costs II System	
		Protest of Navy Actions in Connection With RFP (<i>Decision</i>)	121164	The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649
		Protest Alleging Air Force RFP Restricts Competition (<i>Decision</i>)	121619	Vocational education	
		Protest of Proposed Award of Army Contract (<i>Decision</i>)	121760	Vocational Education and the Robotics Revolution (<i>Other</i>)	121707
				Voluntary compliance	
				Public Information Reporting by Tax-Exempt Private Foundations	

- Needs More Attention by IRS (*Report*) 122474
- Voting records**
 Political Rating Systems in the Department of Defense (*Testimony*) 121735
 Compiling Numerical Ratings for Members of the Congress by the Department of Defense (*Report*) 121991
- Warning systems**
 Need To Control Federal Warning System Proliferation (*Report*) 099379
 Need To Examine ALR-74 Radar Warning Receiver Program Schedule (*Report*) 117777
 RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413
- Waste management**
 Land Use Bibliography (*Report*) 121903
- Water resources development**
 Land Use Bibliography (*Report*) 121903
- Water transportation operations**
 The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265
- Weapons research**
 The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (*Report*) 122158
 Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (*Report*) 122690
- Weapons systems**
 The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (*Report*) 120455
 Protest of Navy Contract Award (*Decision*) 121298
 Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732
 Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (*Report*) 122690
- Weather**
 Costs and Uses of Remote Sensing Satellites (*Report*) 120782
- ADP Bibliography**
- Weather forecasting**
 Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651
- White House Conference on Aging**
 Aging Issues in the 1980's: A Computerized Information System (*Speech*) 121285
- Work measurement standards**
 The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (*Report*) 122663
- Workmens compensation**
 Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (*Report*) 122782
- ZIP Code System**
 Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
 Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
 The Present State of the U.S. Postal Service (*Testimony*) 122611
- ZIP-Plus-4**
 Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
 Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
 The Present State of the U.S. Postal Service (*Testimony*) 122611
- 1983 Regional Administrative Radio Conference**
 U.S. Preparations for the 1983 Regional Administrative Radio Conference (*Testimony*) 120767
 U.S. Preparations for an International Conference on Broadcast Satellites (*Report*) 120788

AGENCY/ORGANIZATION INDEX

The entries in this index include both Federal agencies and nongovernmental corporate bodies with which the document is concerned, in one alphabetic sequence. The Federal departments and agencies standing alone are those which appear in bold face type in the **United States Government Manual**. Other Federal entities are listed under their respective departments and agencies, e.g. documents related to the National Park Service will be listed under National Park Service, but documents related to VISTA will be listed under ACTION.

SAMPLE ENTRY



A & K Manufacturing Co. Protest Against Agency Refusal To Accept Bid Modification (<i>Decision</i>)	113972	Request for Reconsideration of Sus- tained Protest Against Army Con- tract Award (<i>Decision</i>)	123092	Booker T. Washington Foundation. Request for Contract Reformation (<i>Decision</i>)	112885
		Protests of Navy RFP (<i>Decision</i>)	123135		
A. B. Dick Co. Protest of Air Force Contract Award (<i>Decision</i>)	120001	American Telephone and Telegraph Co. Protest of Agency Refusal To Amend Solicitation (<i>Decision</i>)	116192	Bristol Bay Telephone Cooperative, Inc. Procurement Not Involving Federal Funds Protested (<i>Decision</i>)	109752
Protest of Air Force Contract Award (<i>Decision</i>)	122393				
Administrative Office of the United States Courts Protest of Contract Award by Admin- istrative Office of the U.S. Courts (<i>Decision</i>)	122829	Ampex Corp. Protest of Contract Award by Admin- istrative Office of the U.S. Courts (<i>Decision</i>)	122829	Bureau of Alcohol, Tobacco and Firearms Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148
Protest of Capability Requirement Addition to Awarded Contract (<i>Decision</i>)	122985	Anchorage Telephone Utility Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838	Bureau of Labor Statistics A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515
Alanthus Data Communications Corp. Protest of Rejection of Bid by Labor (<i>Decision</i>)	120584	Applicon, Schlumberger Protest of Proposed Award of Army Contract (<i>Decision</i>)	121760	Bureau of Land Management Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (<i>Decision</i>)	105175
Alascom, Inc. Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838	Arwell Corp. Protest of Army Refusal To Consider Attempted Offer (<i>Decision</i>)	123059	Bureau of Reclamation Increased Productivity Can Lead to Lower Costs at Federal Hydroelec- tric Plants (<i>Report</i>)	109783
Alfred Engineering, Inc. Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999	Bolt, Beranek and Newman Protest of NIH Contract Award (<i>De- cision</i>)	122435	Bureau of the Public Debt The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753
Amdahl Corp. Protest of USDA Contract Award (<i>Decision</i>)	120842	Bonneville Power Administration Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655	Burroughs Corp. Protest of Defense Contract Award (<i>Decision</i>)	121199
Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (<i>Decision</i>)	121787	Bonneville's ADP Resource Manage- ment Controls Show Improvement, but More Needs To Be Done (<i>Re- port</i>)	122078	Protest of Navy Refusal To Consider Revised Proposal (<i>Decision</i>)	121366
		Bonneville Power Administration Control System's Computer Secu- rity (<i>Report</i>)	122958		

C.M.P. Corp. Protest of Army Failure To Refer Matter of Capability to SBA (<i>Decision</i>)	122179	Computer Data Systems, Inc. Protest of NHTSA Contract Award (<i>Decision</i>)	122619	Defense Civil Preparedness Agency Need To Control Federal Warning System Proliferation (<i>Report</i>)	099379
Calculon Corp. Protest of DOE Contract Award (<i>Decision</i>)	122362	Computer Network Corp. Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868	Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)	112984
California GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (<i>Report</i>)	121934	Congressional Steel Caucus Defense Department Foreign Source Procurement (<i>Report</i>)	120640	Defense Communications Agency Procurement of DSCS II Satellites F-17 and F-18 (<i>Report</i>)	109125
California Computer Products, Inc. Prior Decision Dismissing Protest as Untimely Is Affirmed (<i>Decision</i>)	108702	Consumer Product Safety Commission Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248	Protest Alleging Restrictive RFP (<i>Decision</i>)	121116
Calma Co. Protest of Proposed Award of Army Contract (<i>Decision</i>)	121760	Control Analysis Corp. Protest of Bid Rejection by Air Force (<i>Decision</i>)	121143	Defense Commercial Communications Office Reconsideration of Denial of Protest Involving Procurement Procedures (<i>Decision</i>)	107597
City Electric, Inc. Procurement Not Involving Federal Funds Protested (<i>Decision</i>)	109752	Control Cable Inc. Protest of USIA Contract Award (<i>Decision</i>)	121385	Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838
CMI Corp. Protest of USDA Issuance of Delivery Order (<i>Decision</i>)	122392	Control Data Corp. Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (<i>Decision</i>)	122135	Protest of DCA Solicitation Cancellation (<i>Decision</i>)	121512
Protest of Quotation Rejection by Navy (<i>Decision</i>)	122569	Cook Inlet Cablecom Protest Involving Contract Award (<i>Decision</i>)	112246	Defense Contract Audit Agency Department of Energy Management of the Strategic Petroleum Reserve (<i>Testimony</i>)	121487
Command, Control and Communications Corp. Protest of Sole-Source Army Contract Award (<i>Decision</i>)	122558	Cray Research, Inc. Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (<i>Decision</i>)	122135	Defense Intelligence Agency Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)	120621
Commodity Futures Trading Commission Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202	CRC Systems, Inc. Protest of Commerce Contract Award (<i>Decision</i>)	121246	Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732
Communications Satellite Corp. Coordination, Policy Development, and Implementation for International Telecommunications Facilities (<i>Testimony</i>)	106775	CSG Corp. Protest of Exclusion of Proposal From Competitive Range (<i>Decision</i>)	121950	Defense Logistics Agency Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (<i>Testimony</i>)	121204
Compucorp Protest Alleging Air Force RFP Restricts Competition (<i>Decision</i>)	121619	Databit, Inc. Protest of Sole-Source FAA Contract Award (<i>Decision</i>)	121875	Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367
Protest of Air Force Contract Award (<i>Decision</i>)	122393	DataWare Development Request for Reconsideration (<i>Decision</i>)	121324	Protest of DLA Contract Award (<i>Decision</i>)	122291
CompuServe Data Systems, Inc. Protest of INS Contract Award (<i>Decision</i>)	118429	Decilog, Inc. Protest of Proposed Army Contract Award (<i>Decision</i>)	121008	Software Problems in the Development of the Defense Fuel Automated Management System (<i>Report</i>)	122298
Protests of Commerce Contract Award (<i>Decision</i>)	121075			Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (<i>Report</i>)	122752
				Defense Depot, Memphis, TN Protest of IFB Requirement (<i>Decision</i>)	121815

Defense Electronics Supply Center		Request for Contract Reformation (Decision)	112885	Bureau of the Census	
Protest of DLA Contract Award (Decision)	120461	GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (Report)	112893	A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (Report)	117552
Protest of Issuance of DLA Purchase Order (Decision)	121759	President's Third Special Message for FY 1981 (Report)	114441	The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (Report)	120570
Delaware		A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (Report)	117552	Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (Report)	121202
Request for Review of Delaware Contract Award (Decision)	122432	International Insurance Trade--U.S. Market Open (Report)	119273	How the Content of the Agricultural and Economic Censuses Is Determined and Used (Report)	122484
Department of Agriculture		Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (Report)	119495	National Bureau of Standards	
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (Report)	118619	The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (Report)	120222	Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (Report)	120681
Protest of Cancellation of IFB Issued by USDA (Decision)	120376	The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (Report)	120570	Stronger Direction Needed for the National Earthquake Program (Report)	122001
Improvements Needed in Internal Controls at the National Finance Center (Report)	120520	National Defense Executive Reserve Program (Report)	120719	National Technical Information Service	
Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (Report)	120537	Costs and Uses of Remote Sensing Satellites (Report)	120782	Proposed National Technical Information Service Revolving Fund (Report)	122445
Protest of USDA Contract Award (Decision)	120842	U.S. Preparations for an International Conference on Broadcast Satellites (Report)	120788	National Telecommunications and Information Administration	
General Accounting Office's Review of Efforts To Reduce Food Stamp Program Losses (Testimony)	121137	Protests of Commerce Contract Award (Decision)	121075	Coordination, Policy Development, and Implementation for International Telecommunications Facilities (Testimony)	106775
Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (Report)	121242	Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (Report)	121202	Request for Reconsideration (Decision)	112792
Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (Report)	122151	Protest of Commerce Contract Award (Decision)	121246	Comments on H.R. 3229 and H.R. 3240 (Letter)	115445
Protest of USDA Issuance of Delivery Order (Decision)	122392	Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (Report)	121414	Protest of National Telecommunications and Information Administration Contract Award (Decision)	119598
Request for Review of Delaware Contract Award (Decision)	122432	Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (Report)	121476	Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (Report)	120040
How the Content of the Agricultural and Economic Censuses Is Determined and Used (Report)	122484	Cost Recovery Practices Inconsistent With Government Policy (Report)	121955	U.S. Preparations for the 1983 Regional Administrative Radio Conference (Testimony)	120767
Animal and Plant Health Inspection Service		Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (Decision)	122135	United States Travel and Tourism Administration	
A Strategy Is Needed To Deal With Peaking Problems at International Airports (Report)	120928	Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (Report)	122151	Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (Report)	119495
Food and Nutrition Service		How the Content of the Agricultural and Economic Censuses Is Determined and Used (Report)	122484	Department of Defense	
Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (Report)	120537	Assessment of Bilateral Telecommunications Agreements With Japan (Report)	122557	Status of the NAVSTAR Global Positioning System (Report)	101126
Office of Operations and Finance: National Finance Center		Controlling Exports of Dual-Use Nuclear-Related Equipment (Report)	122594	Procurement of DSCS II Satellites F-17 and F-18 (Report)	109125
Improvements Needed in Internal Controls at the National Finance Center (Report)	120520	Information on the Proposed Transfer of the Department of Energy's Functions (Report)	122729	Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (Report)	109230
Rural Electrification Administration		Bureau of Economic Analysis			
Procurement Not Involving Federal Funds Protested (Decision)	109752	The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (Report)	120222		
Department of Commerce					
Need To Control Federal Warning System Proliferation (Report)	099379				

Relative Performance of Defense and Commercial Communications Satellite Programs <i>(Report)</i>	110296	Opportunities for Improving the Management of DOD Computer Systems <i>(Testimony)</i>	121729	Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency <i>(Report)</i>	122752
Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? <i>(Report)</i>	112313	Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance <i>(Report)</i>	121732	Progress in Improving Program and Budget Information for Congressional Use <i>(Report)</i>	122783
Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations <i>(Report)</i>	113629	Political Rating Systems in the Department of Defense <i>(Testimony)</i>	121735	Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated <i>(Report)</i>	122874
President's Third Special Message for FY 1981 <i>(Report)</i>	114441	Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts <i>(Report)</i>	121834	Implications of Joint NASA/DOD Participation in Space Shuttle Operations <i>(Report)</i>	122878
Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses <i>(Report)</i>	116409	Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data <i>(Report)</i>	121882		
DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives <i>(Report)</i>	116856	Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System <i>(Report)</i>	121952	Defense Investigative Service	
Need To Examine ALR-74 Radar Warning Receiver Program Schedule <i>(Report)</i>	117777	Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired <i>(Report)</i>	121954	Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses <i>(Report)</i>	116409
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities <i>(Report)</i>	118619	Compiling Numerical Ratings for Members of the Congress by the Department of Defense <i>(Report)</i>	121991	Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts <i>(Report)</i>	120621
Review of DOD Investigation of Leak of Classified Information to The Washington Post <i>(Report)</i>	119859	The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment <i>(Report)</i>	122000		
Issues Concerning the Department of Defense's Global Positioning System as It Enters Production <i>(Staff Study)</i>	120320	DOD System of Managing Physical Security at Military Bases <i>(Testimony)</i>	122024	Defense Science Board	
The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements <i>(Report)</i>	120455	DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing <i>(Report)</i>	122147	Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? <i>(Report)</i>	112313
Continued Improvements Needed in Air Force Procedures and Practices <i>(Report)</i>	120536	Need for Central Adjudication Facility for Security Clearances for Navy Personnel <i>(Report)</i>	122152		
Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts <i>(Report)</i>	120621	The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease <i>(Report)</i>	122158	Defense Systems Acquisition Review Council	
Defense Department Foreign Source Procurement <i>(Report)</i>	120640	Review of Overtime Practices and Controls at Selected Installations in the Department of Defense <i>(Report)</i>	122189	Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? <i>(Report)</i>	112313
The Air Force Can Improve Its Maintenance Information Systems <i>(Report)</i>	120649	Software Problems in the Development of the Defense Fuel Automated Management System <i>(Report)</i>	122298		
Summaries of Conclusions and Recommendations on Department of Defense Operations <i>(Report)</i>	120717	Computer Matches Identify Potential Unemployment Benefit Overpayments <i>(Report)</i>	122376	Office of the Under Secretary of Defense for Research and Engineering: Office of Defense Test and Evaluation	
Status of the Phase IV Base Level Computer Replacement Program <i>(Report)</i>	121147	Development of Fire Support Command and Control Systems by the Army and the Marine Corps <i>(Report)</i>	122638	Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance <i>(Report)</i>	121732
Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency <i>(Testimony)</i>	121204	Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment <i>(Report)</i>	122639		
Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 <i>(Report)</i>	121690	Department of Defense Spare Parts Procurement Practices <i>(Testimony)</i>	122681	Department of Education	
DOD Should Change Its Approach to Reducing Computer Software Proliferation <i>(Report)</i>	121721	Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems <i>(Report)</i>	122690	President's Third Special Message for FY 1981 <i>(Report)</i>	114441

RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed <i>(Report)</i>	120413	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement <i>(Report)</i>	121680	The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds <i>(Report)</i>	122849
Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow <i>(Report)</i>	120655	Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired <i>(Report)</i>	121954	Immigration and Naturalization Service	
DOE's Decision To Defederalize the Bartlesville Energy Technology Center <i>(Report)</i>	120772	Improvements Needed in Clinical Testing of Anticancer Drugs <i>(Report)</i>	122524	Contemplated Legislation To Provide Telecommunications for the Deaf <i>(Report)</i>	106774
Status of the Great Plains Coal Gasification Project <i>(Report)</i>	121030	Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions <i>(Report)</i>	122782	Protest of INS Contract Award <i>(Decision)</i>	118429
Department of Energy Management of the Strategic Petroleum Reserve <i>(Testimony)</i>	121487	Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly <i>(Report)</i>	122865	A Strategy Is Needed To Deal With Peaking Problems at International Airports <i>(Report)</i>	120928
Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 <i>(Report)</i>	121690	Department of Health, Education, and Welfare		Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective <i>(Report)</i>	121039
Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done <i>(Report)</i>	122078	Unduly Restrictive Specifications <i>(Decision)</i>	102049	Office of Juvenile Justice and Delinquency Prevention	
Protest of DOE Contract Award <i>(Decision)</i>	122362	Contemplated Legislation To Provide Telecommunications for the Deaf <i>(Report)</i>	106774	The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds <i>(Report)</i>	122849
Controlling Exports of Dual-Use Nuclear-Related Equipment <i>(Report)</i>	122594	Department of Housing and Urban Development		Department of Labor	
Information on the Proposed Transfer of the Department of Energy's Functions <i>(Report)</i>	122729	President's Third Special Message for FY 1981 <i>(Report)</i>	114441	Contemplated Legislation To Provide Telecommunications for the Deaf <i>(Report)</i>	106774
Bonneville Power Administration Control System's Computer Security <i>(Report)</i>	122958	HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management <i>(Report)</i>	120893	President's Third Special Message for FY 1981 <i>(Report)</i>	114441
Energy Technology Center, Bartlesville, OK		Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government <i>(Report)</i>	121242	A CPI for Retirees Is Not Needed Now but Could Be in the Future <i>(Report)</i>	118515
DOE's Decision To Defederalize the Bartlesville Energy Technology Center <i>(Report)</i>	120772	Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information <i>(Report)</i>	122468	The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities <i>(Report)</i>	119492
Department of Health and Human Services		Department of Justice		Protest of Rejection of Bid by Labor <i>(Decision)</i>	120584
President's Third Special Message for FY 1981 <i>(Report)</i>	114441	President's Third Special Message for FY 1981 <i>(Report)</i>	114441	Funds Needed To Develop CPI Quality Control System <i>(Report)</i>	120971
Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public <i>(Report)</i>	116773	Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses <i>(Report)</i>	116409	Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems <i>(Report)</i>	121351
A CPI for Retirees Is Not Needed Now but Could Be in the Future <i>(Report)</i>	118515	Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs <i>(Report)</i>	120925	Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed <i>(Report)</i>	121646
Attrition of Scientists at Three Regulatory Agencies <i>(Report)</i>	120248	Freedom of Information Act Operations at Six Department of Justice Units <i>(Report)</i>	121515	Computer Matches Identify Potential Unemployment Benefit Overpayments <i>(Report)</i>	122376
Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services <i>(Report)</i>	120544	Federal Drug Interdiction Efforts Need Strong Central Oversight <i>(Report)</i>	121662	The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices <i>(Report)</i>	122663
Protest of Issuance of HHS Purchase Order <i>(Decision)</i>	120695	Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired <i>(Report)</i>	121954	Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions <i>(Report)</i>	122782
Changing Medicaid Formula Can Improve Distribution of Funds to States <i>(Report)</i>	120787	The FBI Has Improved Its Fingerprint Identification Service <i>(Report)</i>	122157	Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses <i>(Report)</i>	122892
Better Use of Information Technology Can Reduce the Burden of Federal Paperwork <i>(Report)</i>	121202	FBI Management of Its Automated Information Systems <i>(Report)</i>	122616		
Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government <i>(Report)</i>	121242				

Office of the Inspector General

Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646

Department of State

Coordination, Policy Development, and Implementation for International Telecommunications Facilities (*Testimony*) 106775

President's Third Special Message for FY 1981 (*Report*) 114441

International Insurance Trade--U.S. Market Open (*Report*) 119273

RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413

U.S. Preparations for the 1983 Regional Administrative Radio Conference (*Testimony*) 120767

U.S. Preparations for an International Conference on Broadcast Satellites (*Report*) 120788

Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662

Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (*Report*) 122151

Controlling Exports of Dual-Use Nuclear-Related Equipment (*Report*) 122594

Department of the Air Force

Status of the NAVSTAR Global Positioning System (*Report*) 101126

Procurement of DSCS II Satellites F-17 and F-18 (*Report*) 109125

Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (*Report*) 112313

DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856

Need To Examine ALR-74 Radar Warning Receiver Program Schedule (*Report*) 117777

Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320

Request for Reconsideration (*Decision*) 120421

Continued Improvements Needed in Air Force Procedures and Practices (*Report*) 120536

Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (*Report*) 120621

The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649

Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717

Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974

Protest of Air Force Contract Award to Any Other Firm (*Decision*) 121067

Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (*Decision*) 121070

Protest of Bid Rejection by Air Force (*Decision*) 121143

Status of the Phase IV Base Level Computer Replacement Program (*Report*) 121147

Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (*Testimony*) 121204

Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667

DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721

Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (*Report*) 121834

The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000

The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (*Report*) 122158

Protest of Air Force Contract Award (*Decision*) 122393

Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651

Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (*Report*) 122690

Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (*Report*) 122752

Implications of Joint NASA/DOD Participation in Space Shuttle Operations (*Report*) 122878

Air Force Logistics Command

Need To Examine ALR-74 Radar Warning Receiver Program Schedule (*Report*) 117777

Continued Improvements Needed in Air Force Procedures and Practices (*Report*) 120536

Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (*Report*) 121667

The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000

Air Force Systems Command: Aeronautical Systems Division

Protest of Cost-Plus-Fixed-Fee Contract Award (*Decision*) 120827

Air Force Systems Command: Air Force Space and Missiles Organization

Procurement of DSCS II Satellites F-17 and F-18 (*Report*) 109125

Chanute AFB, IL

Protest of Air Force Contract Award (*Decision*) 120001

Elmendorf AFB, AK

Protest Involving Contract Award (*Decision*) 112246

Military Airlift Command: Air Force Global Weather Central

Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (*Report*) 122651

Nellis AFB, NV

Protest Alleging Air Force RFP Restricts Competition (*Decision*) 121619

Department of the Army

Protest of Army Contract Award (*Decision*) 113258

Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629

Protest of Army Contract Award (*Decision*) 118421

Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (*Staff Study*) 120320

Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (*Report*) 120621

Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (*Report*) 120622

Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717

Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (*Testimony*) 121204

Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support *(Report)* 121237

U.S. Army/Julie Research Laboratories, Inc. *(Testimony)* 121560

DOD Should Change Its Approach to Reducing Computer Software Proliferation *(Report)* 121721

Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance *(Report)* 121732

Protest of Proposed Award of Army Contract *(Decision)* 121760

Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements *(Decision)* 121787

Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System *(Report)* 121952

Protest of Army Failure To Refer Matter of Capability to SBA *(Decision)* 122179

Summary of Review of the Army's Division Level Data Entry Device Acquisition *(Report)* 122347

Development of Fire Support Command and Control Systems by the Army and the Marine Corps *(Report)* 122638

Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment *(Report)* 122639

Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems *(Report)* 122690

Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency *(Report)* 122752

Request for Reconsideration of Sustained Protest Against Army Contract Award *(Decision)* 123092

Army Communications and Electronics Materiel Readiness Command, Fort Monmouth, NJ

Protest of Army Refusal To Consider Attempted Offer *(Decision)* 123059

Army Mobility Equipment Research and Development Command

Protest of Proposed Army Contract Award *(Decision)* 121008

Computer Systems Selection and Acquisition Agency

Protest of Sole-Source Army Contract Award *(Decision)* 122558

Corps of Engineers

Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants *(Report)* 109783

Defense Department Foreign Source Procurement *(Report)* 120640

Corps of Engineers: Baltimore District, MD

Protest of Conversion Cost Evaluation Criteria *(Decision)* 118317

Corps of Engineers: Omaha, NE

Protests of Corps of Engineers' Rejections of Proposals *(Decision)* 122999

Defense Supply Service

Protest of Defense Contract Award *(Decision)* 121199

Fort Devens, MA

Claim for Reimbursement for Telephone Reconnection *(Decision)* 106308

New Cumberland Army Depot

Claim for Payment by Virtue of Assignment of Proceeds *(Decision)* 121383

Walter Reed Army Medical Center

Protest of Army Contract Award *(Decision)* 112706

Department of the Interior

Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants *(Report)* 109783

President's Third Special Message for FY 1981 *(Report)* 114441

Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System *(Report)* 120438

Land Use Bibliography *(Report)* 121903

International Reaction to the Proposed Commercialization of Landsat *(Testimony)* 122444

Followup of Guam's Administration of Its Income Tax Program *(Report)* 122685

Geological Survey

Stronger Direction Needed for the National Earthquake Program *(Report)* 122001

Protest of USGS Issuance of Delivery Order *(Decision)* 122571

Opportunities To Improve Geological Survey's ADP Information Resources Management *(Report)* 122673

Minerals Management Service

Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System *(Report)* 120438

Department of the Navy

DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives *(Report)* 116856

Issues Concerning the Department of Defense's Global Positioning System as It Enters Production *(Staff Study)* 120320

The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements *(Report)* 120455

Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts *(Report)* 120621

Summaries of Conclusions and Recommendations on Department of Defense Operations *(Report)* 120717

Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency *(Testimony)* 121204

Protest of Navy Evaluation Criteria *(Decision)* 121481

DOD Should Change Its Approach to Reducing Computer Software Proliferation *(Report)* 121721

Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance *(Report)* 121732

Political Rating Systems in the Department of Defense *(Testimony)* 121735

Compiling Numerical Ratings for Members of the Congress by the Department of Defense *(Report)* 121991

Need for Central Adjudication Facility for Security Clearances for Navy Personnel *(Report)* 122152

Protest of Issuance of Navy Purchase Order *(Decision)* 122192

Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems *(Report)* 122690

Protest of Two Noncompetitive Orders Issued by Navy *(Decision)* 122725

Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency *(Report)* 122752

Naval Data Automation Command: Navy Automatic Data Processing Selection Office

Protest of Navy Actions in Connection With RFP *(Decision)* 121164

Protest of Navy Refusal To Consider Revised Proposal *(Decision)* 121366

Protest of Use of Benchmark To Evaluate Proposals *(Decision)* 121983

Protests of Navy RFP *(Decision)* 123135

Naval Facilities Engineering Command

Protest of Navy Contract Award *(Decision)* 121298

Naval Material Command: Naval Air Development Center		Followup of Guam's Administration of Its Income Tax Program (<i>Report</i>)	122685	Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (<i>Report</i>)	122261
Protest of Selection of Awardee Under Navy RFP (<i>Decision</i>)	120836	The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753	Research and Special Programs Administration	
Naval Supply Systems Command		Progress in Improving Program and Budget Information for Congressional Use (<i>Report</i>)	122783	DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (<i>Report</i>)	116401
Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171	Further Improvements Needed in Processing Tax Regulations (<i>Report</i>)	122961	Dialcom, Inc.	
Naval Supply Systems Command: Naval Regional Contracting Office, Long Beach, CA		Office of Procurement		Protest of OPM Solicitation (<i>Decision</i>)	120336
Request for Reconsideration (<i>Decision</i>)	121324	Protest of Treasury Contract Award (<i>Decision</i>)	122224	Dictaphone Corp.	
Naval Supply Systems Command: Naval Supply Center, Charleston, SC		Office of the Comptroller of the Currency		Protest of Issuance of HHS Purchase Order (<i>Decision</i>)	120695
Protest of Quotation Rejection by Navy (<i>Decision</i>)	122569	Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468	District of Columbia	
Naval Supply Systems Command: Naval Aviation Supply Office, Philadelphia, PA		Department of Transportation		Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713
Protest Against Agency Refusal To Accept Bid Modification (<i>Decision</i>)	113972	Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (<i>Report</i>)	109230	The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970
Office of the Comptroller of the Navy: Navy Regional Finance Center, Navy Accounting and Finance Center		The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (<i>Report</i>)	112265	Department of Human Services	
Request for Advance Decision on Claim for Services (<i>Decision</i>)	121845	Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)	112984	Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713
Department of the Treasury		DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (<i>Report</i>)	116401	Office of the Controller	
Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (<i>Report</i>)	118926	Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619	The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970
International Insurance Trade--U.S. Market Open (<i>Report</i>)	119273	The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455	Public Schools	
IRS Administration of Penalties Imposed on Tax Return Preparers (<i>Report</i>)	120288	National Defense Executive Reserve Program (<i>Report</i>)	120719	Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998
A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928	FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Drug Enforcement Administration	
Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896	Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662
Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677	Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	Electronic Data Processing Auditors Association	
Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148	Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	EDP Audit Career Paths (<i>Speech</i>)	121800
With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218	Protest of Exclusion of Proposal From Competitive Range (<i>Decision</i>)	121766	Electronic Data Systems Federal Corp.	
Computer Technology at IRS: Present and Planned (<i>Staff Study</i>)	122292	Protest of Exclusion of Proposal From Competitive Range (<i>Decision</i>)	121950	Protest of Cost-Plus-Fixed-Fee Contract Award (<i>Decision</i>)	120827
Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474			Employment Standards Administration	
				Office of Workers' Compensation Programs	
				Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (<i>Report</i>)	121646

Agency/Organization Index

The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (*Report*) 122663

Energy Maintenance Corp.
Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (*Report*) 121414

Enviro Control, Inc.
Protest of DLA Contract Award (*Decision*) 120461

Environmental Protection Agency
Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (*Report*) 102794
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619
Attrition of Scientists at Three Regulatory Agencies (*Report*) 120248

Equal Employment Opportunity Commission
Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (*Report*) 120477

Executive Office of the President
Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662
Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (*Staff Study*) 122059

Export-Import Bank of the United States
Export-Import Bank's Exporter Insurance Program (*Report*) 121848

Falcon Systems, Inc.
Protest of DLA Contract Award (*Decision*) 122291

Federal Aviation Administration
Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation (*Report*) 107517
Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230
FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
Request for Reconsideration (*Decision*) 121196
Aviation Safety Hazards (*Testimony*) 121320

Protest of Sole-Source FAA Contract Award (*Decision*) 121875
Second Request for Reconsideration (*Decision*) 122658

Federal Bureau of Investigation
Freedom of Information Act Operations at Six Department of Justice Units (*Report*) 121515
The FBI Has Improved Its Fingerprint Identification Service (*Report*) 122157
FBI Management of Its Automated Information Systems (*Report*) 122616

Identification Division
Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (*Report*) 116409

Federal Communications Commission
Cable Television and a Regulatory Policy (*Report*) 090038
Need To Control Federal Warning System Proliferation (*Report*) 099379
The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (*Report*) 106773
Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774
Coordination, Policy Development, and Implementation for International Telecommunications Facilities (*Testimony*) 106775
Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651
Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (*Report*) 110239
Comments on H.R. 3229 and H.R. 3240 (*Letter*) 115445
Protest of Agency Refusal To Amend Solicitation (*Decision*) 116192
Regulating Domestic Telecommunications Common Carriers (*Testimony*) 116445
The Federal Communications Commission's International Telecommunications Activities (*Report*) 118209
U.S. Preparations for the 1983 Regional Administrative Radio Conference (*Testimony*) 120767
U.S. Preparations for an International Conference on Broadcast Satellites (*Report*) 120788
FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953
Federal Communications Commission Can Further Improve Its Licensing Activities (*Report*) 121239

Federal Highway Administration

Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (*Report*) 122344
The Effects of Changes in the Telecommunications Industry on FCC Operations (*Testimony*) 122443

Common Carrier Bureau
FCC Needs To Monitor a Changing International Telecommunications Market (*Report*) 120953

Private Radio Bureau
FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (*Report*) 111056

Federal Data Corp.
Protest of Navy Actions in Connection With RFP (*Decision*) 121164
Protest of DLA Contract Award (*Decision*) 122291

Federal Deposit Insurance Corp.
Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468

Federal Emergency Management Agency
Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984
Management of the Federal Emergency Management Agency (*Report*) 120290
Protest of Proposal Evaluation (*Decision*) 120310
National Defense Executive Reserve Program (*Report*) 120719
Stronger Direction Needed for the National Earthquake Program (*Report*) 122001

Federal Energy Regulatory Commission
Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (*Report*) 109783
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (*Report*) 120542
Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722

Federal Highway Administration
Central Direct Federal Division
Problems With Uniform Payroll System Reported by DOT Employees (*Report*) 121645

Federal Home Loan Bank Board			
Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468	Second Request for Reconsideration (<i>Decision</i>)	122658
Federal Maritime Commission		Gallegos Research Corp.	
Protests of Federal Maritime Commission Contract Award (<i>Decision</i>)	121146	Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (<i>Decision</i>)	121070
Federal Procurement Data Center		Galler Associates, Inc.	
Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677	Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367
Federal Procurement Data System Policy Advisory Board		Gas Turbine Corp.	
Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677	Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414
Federal Reserve System		General Accounting Office	
Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468	Budget Estimates for FY 1984 (<i>Testimony</i>)	120644
Federal Reserve Pricing of Its Check Clearing Services (<i>Testimony</i>)	122655	Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (<i>Letter</i>)	122887
Federal Trade Commission		General Datacomm Systems, Inc.	
Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (<i>Report</i>)	121954	Protest Alleging Restrictive RFP (<i>Decision</i>)	121116
Florida TelCom, Inc.		General Electric Co. Management and Technical Services Co.	
GSA Contract Award Protest (<i>Decision</i>)	116756	Protest of Sole-Source Army Contract Award (<i>Decision</i>)	122558
Foley Co.		General Services Administration	
Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999	Contemplated Legislation To Provide Telecommunications for the Deaf (<i>Report</i>)	106774
Food and Drug Administration		Protest of Army Contract Award (<i>Decision</i>)	112706
Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248	GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (<i>Report</i>)	112893
Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202	Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629
Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Report</i>)	122524	Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868
Foreign Credit Insurance Association		Protest of Agency Refusal To Amend Solicitation (<i>Decision</i>)	116192
Export-Import Bank's Exporter Insurance Program (<i>Report</i>)	121848	GSA Contract Award Protest (<i>Decision</i>)	116756
Four-Phase Systems, Inc.		Potential Impact of National Archives and Records Service Budget Reductions (<i>Report</i>)	117322
Request for Reconsideration (<i>Decision</i>)	121196	Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619
		Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350
		Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571
		Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (<i>Report</i>)	120681
		Oversight and Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121311
		More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (<i>Report</i>)	121316
		Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414
		The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680
		Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690
		Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781
		Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904
		GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (<i>Report</i>)	121934
		GAO's Second Biennial Report on the Impact of Public Law 94-519 (<i>Testimony</i>)	122005
		Protest of DLA Contract Award (<i>Decision</i>)	122291
		Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677
		GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (<i>Report</i>)	122846
		Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (<i>Report</i>)	122852
		Office of the Inspector General	
		Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350
		General Systems Corp.	
		Protests of Federal Maritime Commission Contract Award (<i>Decision</i>)	121146
		Genigraphics Corp.	
		Protest of Treasury Contract Award (<i>Decision</i>)	122224
		Government Printing Office	
		Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (<i>Report</i>)	120574

Agency/Organization Index

Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program (*Report*) 122545

The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861

Government-Wide

Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (*Report*) 120270

Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720

Financial Information Lacking on Government Telecommunications Services and Equipment (*Report*) 121201

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121276

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121277

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121278

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121279

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121280

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121281

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121282

Status of Major Acquisitions as of September 30, 1982 (*Staff Study*) 122296

Effect of National Security Decision Directive 84, Safeguarding National Security Information (*Report*) 122641

Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (*Report*) 122852

Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (*Letter*) 122887

GRD Corp.

Protest of Selection of Awardee Under Navy RFP (*Decision*) 120836

Great Plains Gasification Associates

Status of the Great Plains Coal Gasification Project (*Report*) 121030

GTE Telenet Communications Corp.

Protest of Selective Service System Contract Award (*Decision*) 120553

Protests of Commerce Contract Award (*Decision*) 121075

Guam

Followup of Guam's Administration of Its Income Tax Program (*Report*) 122685

H&H Electric, Inc.

Protests of Corps of Engineers' Rejections of Proposals (*Decision*) 122999

Harris Corp.

Request for Reconsideration (*Decision*) 112792

Claim for Payment by Virtue of Assignment of Proceeds (*Decision*) 121383

Health Care Financing Administration

Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544

Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202

Honeywell Information Systems, Inc.

Request for Advance Decision on Claim for Services (*Decision*) 121845

Honeywell, Inc.

Protest of Air Force Contract Award to Any Other Firm (*Decision*) 121067

House of Representatives

Clerk of the House

Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 (*Report*) 120266

Office Equipment Service

Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 (*Report*) 120266

Illinois Bell Telephone Co.

Protest Alleging That Solicitation Unduly Restricts Competition (*Decision*) 116691

Indiana Bell Telephone Co.

Protest of Army Contract Award (*Decision*) 118421

Informatics General Corp.

Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121766

Informatics, Inc.

Protest of Army Contract Award (*Decision*) 112706

International Business Machines Corp.

Information Network Systems

Protest of Selection of Awardee Under Navy RFP (*Decision*) 120836

Interagency Committee on Search and Rescue

Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984

Internal Revenue Service

Certification Requirements for "Short-Haul" Telephone Toll Calls (*Decision*) 105051

Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774

Protest Alleging That Solicitation Unduly Restricts Competition (*Decision*) 116691

Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (*Report*) 118926

IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288

Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677

Compilation of GAO's Work on Tax Administration Activities During 1982 (*Report*) 122148

With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218

Computer Technology at IRS: Present and Planned (*Staff Study*) 122292

Protest of Elimination From Competitive Range (*Decision*) 122360

Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (*Report*) 122474

Further Improvements Needed in Processing Tax Regulations (*Report*) 122961

North Atlantic Region

Certification Requirements for "Short-Haul" Telephone Toll Calls (*Decision*) 105051

International Atomic Energy Agency

RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413

International Business Machines Corp.

Protest of Issuance of HHS Purchase Order (*Decision*) 120695

Protest of Navy Evaluation Criteria (<i>Decision</i>)	121481	M/A COM Sigma Data, Inc. Protest of SSA Contract Award (<i>Decision</i>)	121348	Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619
Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (<i>Decision</i>)	121787	Protest of SSA Contract Award (<i>Decision</i>)	122285	U.S. Preparations for the 1983 Regional Administrative Radio Conference (<i>Testimony</i>)	120767
Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>)	122347	M/A-Com Alanthus Data, Inc. Protest of USGS Issuance of Delivery Order (<i>Decision</i>)	122571	Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476
Protest of USDA Issuance of Delivery Order (<i>Decision</i>)	122392	Martin Marietta Corp. Protest of Army Contract Award (<i>Decision</i>)	112706	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
Request for Reconsideration of Sustained Protest Against Army Contract Award (<i>Decision</i>)	123092	Protest of Army Contract Award (<i>Decision</i>)	113258	Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878
Interstate Commerce Commission National Defense Executive Reserve Program (<i>Report</i>)	120719	Protest of Conversion Cost Evaluation Criteria (<i>Decision</i>)	118317	Ames Research Center, Moffett Field, CA NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
J. J. Broderick Co., Inc. Protest of IFB Requirement (<i>Decision</i>)	121815	MASSTOR Systems Corp. Protests of Navy RFP (<i>Decision</i>)	123135	National Archives and Records Service Potential Impact of National Archives and Records Service Budget Reductions (<i>Report</i>)	117322
Japan Japanese Industrial Policy (<i>Testimony</i>)	121771	McDonnell Douglas Corp. McAuto Systems Group, Inc. Request for Review of Delaware Contract Award (<i>Decision</i>)	122432	National Biomedical Research Foundation Protest of NIH Contract Award (<i>Decision</i>)	122435
Japanese Industrial Policy (<i>Testimony</i>)	121866	Meteor Communications Consultants, Inc. Protest of DOE Cancellation of RFP (<i>Decision</i>)	116637	National Credit Union Administration Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468
Assessment of Bilateral Telecommunications Agreements With Japan (<i>Report</i>)	122557	Metier Management Systems Protest of Issuance of Navy Purchase Order (<i>Decision</i>)	122192	National Highway Traffic Safety Administration Protest of NHTSA Contract Award (<i>Decision</i>)	122619
Julie Research Laboratories, Inc. Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622	Milwaukee Area Technical College Request for Reconsideration (<i>Decision</i>)	112792	National Institutes of Health Protest of NIH Contract Award (<i>Decision</i>)	120798
U.S. Army/Julie Research Laboratories, Inc. (<i>Testimony</i>)	121560	Mitek Systems, Inc. Request for Reconsideration (<i>Decision</i>)	121324	Protest of NIH Contract Award (<i>Decision</i>)	122435
Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (<i>Report</i>)	122639	Multivisions, Ltd. Protest Involving Contract Award (<i>Decision</i>)	112246	National Cancer Institute Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Report</i>)	122524
Kappa Systems, Inc. Protest of NHTSA Contract Award (<i>Decision</i>)	122619	National Academy of Public Administration Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (<i>Staff Study</i>)	122059	National Oceanic and Atmospheric Administration Need To Control Federal Warning System Proliferation (<i>Report</i>)	099379
Kidde, Inc. Protest of Issuance of DLA Purchase Order (<i>Decision</i>)	121759	National Aeronautics and Space Administration Need To Control Federal Warning System Proliferation (<i>Report</i>)	099379	Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (<i>Decision</i>)	105273
Lanier Business Products, Inc. Protest of Air Force Contract Award (<i>Decision</i>)	120001	Library of Congress Prior Decision Dismissing Protest as Untimely Is Affirmed (<i>Decision</i>)	108702		

Costs and Uses of Remote Sensing Satellites (*Report*) 120782

International Reaction to the Proposed Commercialization of Landsat (*Testimony*) 122444

National Environmental Satellite Data and Information Service
 Cost Recovery Practices Inconsistent With Government Policy (*Report*) 121955

National Weather Service
 Costs and Uses of Remote Sensing Satellites (*Report*) 120782

National Science Foundation
 Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (*Report*) 121476
 The Federal Role in Fostering University-Industry Cooperation (*Report*) 121492
 Stronger Direction Needed for the National Earthquake Program (*Report*) 122001

National Tax Association
 Budget Reform and the Federal Financial Management System (*Speech*) 122552

National Transportation Safety Board
 Aviation Safety Hazards (*Testimony*) 121320

NCR Comten, Inc.
 Protest of USDA Contract Award (*Decision*) 120842

NCR Corp.
 Protests of Federal Maritime Commission Contract Award (*Decision*) 121146
 Protest of Elimination From Competitive Range (*Decision*) 122360

Neshaminy Valley Information Processing, Inc.
 Protest of VA Purchase Order Issuance (*Decision*) 115868

Nippon Telegraph and Telephone Public Corp.
 Assessment of Bilateral Telecommunications Agreements With Japan (*Report*) 122557

Northern Telecom, Inc.
 Allegation That Solicitation Failed To Provide Sufficient Information (*Decision*) 111238
 GSA Contract Award Protest (*Decision*) 116756

Protest of Army Contract Award (*Decision*) 118421

Nuclear Regulatory Commission
 Need for Better Policy and Control Over Public Information Requests (*Report*) 115722
 RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413
 Response to Specific Questions on the Indian Point Probabilistic Safety Study (*Report*) 121471

Regional Office IV, Dallas TX
 Request for Reconsideration (*Decision*) 116631

OAO Corp.
 Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (*Decision*) 121070

Office of Federal Procurement Policy
 Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677

Office of Management and Budget
 Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (*Report*) 112984
 Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (*Report*) 113629
 Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (*Report*) 116409
 A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515
 Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619
 Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (*Report*) 118926
 The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (*Report*) 120222
 Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (*Report*) 120477
 The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649
 Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (*Report*) 120681

Funds Needed To Develop CPI Quality Control System (*Report*) 120971

Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202

Reauthorization of the Paperwork Reduction Act (*Testimony*) 121236

Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (*Report*) 121241

Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (*Report*) 121242

Oversight and Reauthorization of the Paperwork Reduction Act (*Testimony*) 121311

More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (*Report*) 121316

Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (*Report*) 121414

Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662

Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (*Report*) 121690

Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954

Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (*Staff Study*) 122059

Debt Collection at the Department of Education (*Testimony*) 122154

Computer Matches Identify Potential Unemployment Benefit Overpayments (*Report*) 122376

Telecommunications Security and Privacy (*Testimony*) 122613

Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677

Information on the Proposed Transfer of the Department of Energy's Functions (*Report*) 122729

Progress in Improving Program and Budget Information for Congressional Use (*Report*) 122783

Office of Information and Regulatory Affairs
 Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202
 Reauthorization of the Paperwork Reduction Act (*Testimony*) 121236
 Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (*Report*) 121241

Office of Personnel Management
 A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515

Protest of OPM Solicitation (<i>Decision</i>)	120336	Protest of SSA Contract Award (<i>Decision</i>)	122285	Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (<i>Decision</i>)	121070
Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748	Pension Benefit Guaranty Corp. Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (<i>Report</i>)	122892	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332	Phillips Information Systems, Inc. Protest of Proposal Evaluation (<i>Decision</i>)	120310	Small Business Systems, Inc. Request for Reconsideration (<i>Decision</i>)	121196
Computer Matches Identify Potential Unemployment Benefit Overpayments (<i>Report</i>)	122376	President's Council on Integrity and Efficiency Telecommunications Security and Privacy (<i>Testimony</i>)	122613	Second Request for Reconsideration (<i>Decision</i>)	122658
Office of Telecommunications Policy Need To Control Federal Warning System Proliferation (<i>Report</i>)	099379	R. E. White and Associates, Inc. Protest of Issuance of DLA Purchase Order (<i>Decision</i>)	121759	SMS Leasing, Inc. Claim for Payment by Virtue of Assignment of Proceeds (<i>Decision</i>)	121383
Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (<i>Decision</i>)	105273	Radix II, Inc. Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999	Social Security Administration Protest of Agency Refusal To Amend Solicitation (<i>Decision</i>)	116192
Office of the U.S. Trade Representative International Insurance Trade--U.S. Market Open (<i>Report</i>)	119273	Raytheon Data Systems Protest of Proposal Evaluation (<i>Decision</i>)	120310	Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773
Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (<i>Report</i>)	122151	RCA American Communications, Inc. Protest of DCA Solicitation Cancellation (<i>Decision</i>)	121512	Protest of SSA Contract Award (<i>Decision</i>)	121348
Assessment of Bilateral Telecommunications Agreements With Japan (<i>Report</i>)	122557	RCA Corp. Request for Reconsideration (<i>Decision</i>)	112792	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680
Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677	ROLM Corp. Protest of Two Noncompetitive Orders Issued by Navy (<i>Decision</i>)	122725	Protest of SSA Contract Award (<i>Decision</i>)	122285
Ohio Academy of Science Aging Issues in the 1980's: A Computerized Information System (<i>Speech</i>)	121285	Satellite Business Systems Protest of DOE Contract Award (<i>Decision</i>)	122362	Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (<i>Report</i>)	122782
Oklahoma Educational Television Authority Unduly Restrictive Specifications (<i>Decision</i>)	102049	Science Management Corp. Request for Review of Delaware Contract Award (<i>Decision</i>)	122432	Social Security Administration's Performance in Providing Public Service (<i>Testimony</i>)	122854
State Board of Public Affairs Unduly Restrictive Specifications (<i>Decision</i>)	102049	Selective Service System Protest of Selective Service System Contract Award (<i>Decision</i>)	120553	Software Services, Inc. of Arlington Protest of NIH Contract Award (<i>Decision</i>)	120798
Onyx, Inc. Protest of Use of Benchmark To Evaluate Proposals (<i>Decision</i>)	121983	Sidereal Corp. Protest of Sole-Source FAA Contract Award (<i>Decision</i>)	121875	Southern Bell Telephone and Telegraph Co. GSA Contract Award Protest (<i>Decision</i>)	116756
Pacific Scientific Co., Gardner Neotec Division Protest of Cancellation of IFB Issued by USDA (<i>Decision</i>)	120376	Small Business Administration President's Third Special Message for FY 1981 (<i>Report</i>)	114441	Southern New England Telephone Co. Certification Requirements for "Short-Haul" Telephone Toll Calls (<i>Decision</i>)	105051
Pacific Telephone and Telegraph Co. Protest of Two Noncompetitive Orders Issued by Navy (<i>Decision</i>)	122725			Allegation That Solicitation Failed To Provide Sufficient Information (<i>Decision</i>)	111238
Paradyne Corp. Protest of SSA Contract Award (<i>Decision</i>)	121348			Southwestern Bell Telephone Co. Request for Reconsideration (<i>Decision</i>)	116631

Spectrum
 Claim for Payment by Virtue of Assignment of Proceeds (*Decision*) 121383

Sperry Corp.
Sperry Univac Division
 Protest of Navy Evaluation Criteria (*Decision*) 121481

Sperry Rand Corp.
Sperry Univac
 Protests of Federal Maritime Commission Contract Award (*Decision*) 121146

SRM Manufacturing Co.
 Protest Against Agency Refusal To Accept Bid Modification (*Decision*) 113972

Supreme Equipment & Systems Corp.
 Protest of Navy Contract Award (*Decision*) 121298

Syscon Corp.
 Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974

Systec, Inc.
 Protest of Army Failure To Refer Matter of Capability to SBA (*Decision*) 122179

System Development Corp.
 Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (*Decision*) 122135

System Sciences Inc.
 Request for Reconsideration (*Decision*) 120421

Systems and Applied Sciences Corp.
 Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347

Systems Concepts, Inc.
 Protest of Contract Award by Administrative Office of the U.S. Courts (*Decision*) 122829

Systems Research Laboratories, Inc.
 Protest of Cost-Plus-Fixed-Fee Contract Award (*Decision*) 120827

Systonetics, Inc.
 Protest of Issuance of Navy Purchase Order (*Decision*) 122192

Technicon Data Systems Corp.
 Protest of Defense Contract Award (*Decision*) 121199

Telephonics Corp.
 Allegation That Solicitation Failed To Provide Sufficient Information (*Decision*) 111238

Tennessee Valley Authority
 Triennial Assessment of TVA, FY's 1980-1982 (*Report*) 121186

Terminals Unlimited
 Protest of USGS Issuance of Delivery Order (*Decision*) 122571

Tracor-Jitco, Inc.
 Protest of DLA Contract Award (*Decision*) 120461

TWC Energy Systems, Inc.
 Protests of Corps of Engineers' Rejections of Proposals (*Decision*) 122999

Tymnet, Inc.
 Protest of Selective Service System Contract Award (*Decision*) 120553
 Protests of Commerce Contract Award (*Decision*) 121075

United States Arms Control and Disarmament Agency
 RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413
 The Functions and Activities of the Arms Control and Disarmament Agency (*Testimony*) 120889
 Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (*Report*) 122555

United States Coast Guard
 The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265
 DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (*Report*) 116401
 The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (*Report*) 120455
 Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662

Coast Guard Academy, New London, CT
 Allegation That Solicitation Failed To Provide Sufficient Information (*Decision*) 111238

Eighth District, New Orleans, LA
 The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265

United States Customs Service
 A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928
 Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662

United States Information Agency
 Consolidation of United States Information Agency Activities in Washington, D.C. (*Report*) 120571
 Protest of USIA Contract Award (*Decision*) 121385

United States Marine Corps
 Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347
 Development of Fire Support Command and Control Systems by the Army and the Marine Corps (*Report*) 122638

United States Postal Service
 A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (*Report*) 117552
 Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
 Postal Service Needs To Strengthen Controls Over Employee Overtime (*Report*) 121022
 Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
 The Present State of the U.S. Postal Service (*Testimony*) 122611

Universal Design Systems, Inc.
 Protest Alleging Restrictive RFP Provisions (*Decision*) 121321

Urban Mass Transportation Administration
 Spreading Commuter Work Hours Could Reduce Transit Costs (*Report*) 120896
 Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261

Veterans Administration
 Protest of VA Purchase Order Issuance (*Decision*) 115868
 Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (*Report*) 121242

- Protest Alleging Restrictive RFP Provisions (*Decision*) 121321
- Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (*Report*) 121882
- VA's Program To Authorize Courses for Veterans Needs Improved Management (*Report*) 122642
- VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (*Report*) 122791
- Office of Procurement and Supply**
- VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (*Report*) 122791
- Vion Corp.**
- Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (*Decision*) 121787
- Request for Reconsideration of Sustained Protest Against Army Contract Award (*Decision*) 123092
- Protests of Navy RFP (*Decision*) 123135
- Visions Paratechnical**
- Protest of USIA Contract Award (*Decision*) 121385
- Visions, Ltd.**
- Protest of USIA Contract Award (*Decision*) 121385
- West Publishing Co.**
- Protest of Capability Requirement Addition to Awarded Contract (*Decision*) 122985
- Western Engineering and Sales Co.**
- Protest of National Telecommunications and Information Administration Contract Award (*Decision*) 119598
- Western Union International, Inc.**
- Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (*Decision*) 105273
- Western Union Telegraph Co.**
- Protest of DOE Contract Award (*Decision*) 122362
- Wlner Construction Co.**
- Protest of Navy Contract Award (*Decision*) 121298
- Zycor, Inc.**
- Protest of Proposed Army Contract Award (*Decision*) 121008

Agriculture and Related Agencies Subcommittee			
Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (<i>Report</i>)	120537		
Agriculture, Rural Development, and Related Agencies Subcommittee			
Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520		
Commerce, Justice, State, the Judiciary, and Related Agencies Subcommittee			
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (<i>Report</i>)	119495		
The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (<i>Report</i>)	120222		
RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413		
FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953		
Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662		
Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677		
Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445		
Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555		
Defense Subcommittee			
Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (<i>Report</i>)	112313		
DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)	116856		
Need To Examine ALR-74 Radar Warning Receiver Program Schedule (<i>Report</i>)	117777		
Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536		
Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622		
The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649		
Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (<i>Report</i>)	121667		
DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721		
Opportunities for Improving the Management of DOD Computer Systems (<i>Testimony</i>)	121729		
Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732		
Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834		
Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882		
The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (<i>Report</i>)	122000		
The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158		
Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171		
Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638		
District of Columbia Subcommittee			
Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713		
The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970		
Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998		
Energy and Water Development Subcommittee			
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542		
Triennial Assessment of TVA, FY's 1980-1982 (<i>Report</i>)	121186		
Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (<i>Report</i>)	121722		
Bonneville Power Administration Control System's Computer Security (<i>Report</i>)	122958		
HUD-Independent Agencies Subcommittee			
Management of the Federal Emergency Management Agency (<i>Report</i>)	120290		
HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (<i>Report</i>)	120893		
NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831		
Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882		
Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001		
Interior Subcommittee			
Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971		
Labor, Health and Human Services, and Education Subcommittee			
Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773		
A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515		
The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492		
Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (<i>Report</i>)	121039		
Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (<i>Report</i>)	121646		
Labor, Health, Education and Welfare Subcommittee			
Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>)	120544		
Legislative Subcommittee			
Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (<i>Report</i>)	120574		
Budget Estimates for FY 1984 (<i>Testimony</i>)	120644		
Public Works Subcommittee			
Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350		
State, Justice, Commerce and Judiciary Subcommittee			
A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552		
The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570		
Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239		
Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476		

Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (<i>Report</i>)	122151	The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753	Army, Air Force, and Defense Logistics Agency (<i>Report</i>)	122752
Transportation Subcommittee		House Committee on Armed Services		House Committee on Banking, Currency and Housing	
The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455	Status of the NAVSTAR Global Positioning System (<i>Report</i>)	101126	Domestic Monetary Policy Subcommittee	
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)	116856	Federal Reserve Pricing of Its Check Clearing Services (<i>Testimony</i>)	122655
Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896	Need To Examine ALR-74 Radar Warning Receiver Program Schedule (<i>Report</i>)	117777	House Committee on Banking, Finance and Urban Affairs	
Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290	FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (<i>Report</i>)	111056
Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (<i>Report</i>)	122261	Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290
Treasury-Postal Service-General Government Subcommittee		The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649	HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (<i>Report</i>)	120893
Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (<i>Report</i>)	120281	DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	House Committee on District of Columbia	
IRS Administration of Penalties Imposed on Tax Return Preparers (<i>Report</i>)	120288	Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732	Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713
Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834	The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970
A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928	Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882	Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998
Postal Service Needs To Strengthen Controls Over Employee Overtime (<i>Report</i>)	121022	The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (<i>Report</i>)	122000	House Committee on Education and Labor	
Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241	The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515
More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (<i>Report</i>)	121316	Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171	The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492
Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677	Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638	Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971
Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748	Investigations Subcommittee		Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (<i>Report</i>)	121039
GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (<i>Report</i>)	121934	DOD System of Managing Physical Security at Military Bases (<i>Testimony</i>)	122024	Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (<i>Report</i>)	121351
With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218	Readiness Subcommittee		Human Resources Subcommittee	
Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474	Progress Made by the Navy in Improving Physical Inventory Controls and the Magnitude, Causes and Impact of Physical Inventory Adjustments in the Army, Air Force and Defense Logistics Agency (<i>Testimony</i>)	121204	The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (<i>Report</i>)	122849
Conversion to Automated Mail Processing and Nine-Digit ZIP Code—A Status Report (<i>Report</i>)	122476	Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the		Labor Standards Subcommittee	
Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677			Labor Inaccurately Paid Black Lung Benefits—Some Corrective Actions Taken but More Are Needed (<i>Report</i>)	121646
				Postsecondary Education Subcommittee	
				Debt Collection at the Department of Education (<i>Testimony</i>)	122154

House Committee on Energy and Commerce		Telecommunications, Consumer Protection, and Finance Subcommittee		Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690
A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	Comments on H.R. 3229 and H.R. 3240 (<i>Letter</i>)	115445	DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542	Regulating Domestic Telecommunications Common Carriers (<i>Testimony</i>)	116445	Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (<i>Report</i>)	121722
Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>)	120544	House Committee on Foreign Affairs		Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748
FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953	RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239	International Economic Policy and Trade Subcommittee		Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904
Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476	Controlling Exports of Dual-Use Nuclear-Related Equipment (<i>Report</i>)	122594	Compiling Numerical Ratings for Members of the Congress by the Department of Defense (<i>Report</i>)	121991
Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	International Security and Scientific Affairs Subcommittee		Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148
Commerce, Transportation, and Tourism Subcommittee		The Functions and Activities of the Arms Control and Disarmament Agency (<i>Testimony</i>)	120889	The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (<i>Report</i>)	119495	Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555	Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>)	122347
Energy Conservation and Power Subcommittee		House Committee on Government Operations		Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878
Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655	The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (<i>Report</i>)	120222	Commerce, Consumer and Monetary Affairs Subcommittee	
Response to Specific Questions on the Indian Point Probabilistic Safety Study (<i>Report</i>)	121471	Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350	Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468
Fossil and Synthetic Fuels Subcommittee		Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536	Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474
DOE's Decision To Defederalize the Bartlesville Energy Technology Center (<i>Report</i>)	120772	Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	Federal Reserve Pricing of Its Check Clearing Services (<i>Testimony</i>)	122655
Information on the Proposed Transfer of the Department of Energy's Functions (<i>Report</i>)	122729	Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622	Environment, Energy and Natural Resources Subcommittee	
Health and the Environment Subcommittee		The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649	Department of Energy Management of the Strategic Petroleum Reserve (<i>Testimony</i>)	121487
Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (<i>Report</i>)	122865	FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Government Activities and Transportation Subcommittee	
Oversight and Investigations Subcommittee		Status of the Phase IV Base Level Computer Replacement Program (<i>Report</i>)	121147	Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781
Regulating Domestic Telecommunications Common Carriers (<i>Testimony</i>)	116445	Financial Information Lacking on Government Telecommunications Services and Equipment (<i>Report</i>)	121201	GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (<i>Report</i>)	121934
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619	Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202	GAO's Second Biennial Report on the Impact of Public Law 94-519 (<i>Testimony</i>)	122005
		Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241		
		More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (<i>Report</i>)	121316		
		Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (<i>Report</i>)	121667		

Government Information and Individual Rights Subcommittee	Contemplated Legislation To Provide Telecommunications for the Deaf (<i>Report</i>)	106774	Human Resources Subcommittee	Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332	
Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (<i>Report</i>)	116409	Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (<i>Report</i>)	109651	Postal Operations and Services Subcommittee	Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (<i>Report</i>)	120281
Potential Impact of National Archives and Records Service Budget Reductions (<i>Report</i>)	117322	Communications Subcommittee	090038	Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (<i>Report</i>)	122476	
The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)	118209	Cable Television and a Regulatory Policy (<i>Report</i>)	106775	The Present State of the U.S. Postal Service (<i>Testimony</i>)	122611	
FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953	Coordination, Policy Development, and Implementation for International Telecommunications Facilities (<i>Testimony</i>)	109651	Postal Personnel and Modernization Subcommittee	The Present State of the U.S. Postal Service (<i>Testimony</i>)	122611
Government Information, Justice, and Agriculture Subcommittee	Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)	120621	Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (<i>Report</i>)	Postal Personnel and Modernization Subcommittee	The Present State of the U.S. Postal Service (<i>Testimony</i>)	122611
U.S. Preparations for the 1983 Regional Administrative Radio Conference (<i>Testimony</i>)	120767	Oversight and Investigations Subcommittee	102794	House Committee on Public Works and Transportation	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290
U.S. Preparations for an International Conference on Broadcast Satellites (<i>Report</i>)	120788	Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (<i>Report</i>)	120455	Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	
Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515	House Committee on Merchant Marine and Fisheries	Coast Guard and Navigation Subcommittee	Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896	
The Effects of Changes in the Telecommunications Industry on FCC Operations (<i>Testimony</i>)	122443	The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455	Triennial Assessment of TVA, FY's 1980-1982 (<i>Report</i>)	121186	
Legislation and National Security Subcommittee	Review of DOD Investigation of Leak of Classified Information to The Washington Post (<i>Report</i>)	119859	House Committee on Post Office and Civil Service	Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	
Reauthorization of the Paperwork Reduction Act (<i>Testimony</i>)	121236	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078	
Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241	Postal Service Needs To Strengthen Controls Over Employee Overtime (<i>Report</i>)	121022	Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (<i>Report</i>)	122261	
Political Rating Systems in the Department of Defense (<i>Testimony</i>)	121735	Review of Overtime Practices and Controls at Selected Installations in the Department of Defense (<i>Report</i>)	122189	Investigations and Oversight Subcommittee	Aviation Safety Hazards (<i>Testimony</i>)	121320
International Reaction to the Proposed Commercialization of Landsat (<i>Testimony</i>)	122444	Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332	House Committee on Science and Technology	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290
Effect of National Security Decision Directive 84, Safeguarding National Security Information (<i>Report</i>)	122641	Census and Population Subcommittee	117552	DOE's Decision To Defederalize the Bartlesville Energy Technology Center (<i>Report</i>)	120772	
House Committee on Interior and Insular Affairs	Mining, Forest Management, and Bonneville Power Administration Subcommittee	Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655	The Federal Role in Fostering University-Industry Cooperation (<i>Report</i>)	121492	
Bonneville Power Administration Control System's Computer Security (<i>Report</i>)	122958	The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570	Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001	
House Committee on Interstate and Foreign Commerce	The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (<i>Report</i>)	106773	How the Content of the Agricultural and Economic Censuses Is Determined and Used (<i>Report</i>)	Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	
		Civil Service Subcommittee	122484			
		Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332			

Investigations and Oversight Subcommittee					
Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248	Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202	Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474
Automation in the Workplace (<i>Testimony</i>)	121044	Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (<i>Report</i>)	121242	The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753
Japanese Industrial Policy (<i>Testimony</i>)	121771	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680	Oversight Subcommittee	
Science, Research and Technology Subcommittee		DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680
Japanese Industrial Policy (<i>Testimony</i>)	121771	Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732	Select Revenue Measures Subcommittee	
Space Science and Applications Subcommittee		With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218	Further Improvements Needed in Processing Tax Regulations (<i>Report</i>)	122961
Costs and Uses of Remote Sensing Satellites (<i>Report</i>)	120782	Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	Social Security Subcommittee	
Transportation, Aviation and Materials Subcommittee		House Committee on the Judiciary		Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773
Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (<i>Report</i>)	109230	Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925	Trade Subcommittee	
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928
Telecommunications Security and Privacy (<i>Testimony</i>)	122613	Monopolies and Commercial Law Subcommittee		Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (<i>Report</i>)	122151
House Committee on Small Business General Oversight Subcommittee		Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677	Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677
National Defense Executive Reserve Program (<i>Report</i>)	120719	House Committee on Veterans' Affairs		Senate Committees	
House Committee on the Budget		Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882	Senate Committee on Agriculture, Nutrition, and Forestry	
A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	House Committee on Ways and Means		Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520
Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (<i>Report</i>)	120270	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (<i>Report</i>)	120537
RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413	IRS Administration of Penalties Imposed on Tax Return Preparers (<i>Report</i>)	120288	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121276
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542	Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>)	120544	Senate Committee on Appropriations	
Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>)	120544	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680	Summaries of Conclusions and Recommendations on Department of Defense Operations (<i>Report</i>)	120717
Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713	Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148	Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (<i>Report</i>)	120720
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218	Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925
HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (<i>Report</i>)	120893			Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202
Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925				
The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970				

Agricultural, Rural Development, and Related Agencies Subcommittee		Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (<i>Staff Study</i>)	120320	HUD-Independent Agencies Subcommittee	
Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (<i>Report</i>)	120537	Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536	Management of the Federal Emergency Management Agency (<i>Report</i>)	120290
Agriculture and Related Agencies Subcommittee		Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622	HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (<i>Report</i>)	120893
Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520	The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649	NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
Commerce, Justice, State and Judiciary Subcommittee		Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (<i>Report</i>)	121667	Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882
A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552	DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (<i>Report</i>)	119495	Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732	Labor, Health and Human Services, and Education Subcommittee	
Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	120040	Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834	Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773
The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (<i>Report</i>)	120222	Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515
The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570	The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (<i>Report</i>)	122000	The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492
FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953	The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158	Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971
Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239	Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171	Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (<i>Report</i>)	121039
Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121282	Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638	Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (<i>Report</i>)	121646
Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476	District of Columbia Subcommittee		The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680
Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713	Labor, Health, Education, and Welfare Subcommittee	
Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677	The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970	Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>)	120544
Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (<i>Report</i>)	122151	Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998	Legislative Subcommittee	
The FBI Has Improved Its Fingerprint Identification Service (<i>Report</i>)	122157	Energy and Water Development Subcommittee		Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (<i>Report</i>)	120574
Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542	Public Works Subcommittee	
Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555	Triennial Assessment of TVA, FY's 1980-1982 (<i>Report</i>)	121186	Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655
Defense Subcommittee		Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (<i>Report</i>)	121722	Transportation Subcommittee	
DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)	116856			The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455
Need To Examine ALR-74 Radar Warning Receiver Program Schedule (<i>Report</i>)	117777				

FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777

Spreading Commuter Work Hours Could Reduce Transit Costs (*Report*) 120896

Problems With Uniform Payroll System Reported by DOT Employees (*Report*) 121645

Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261

Treasury, Postal Service, General Government Subcommittee

Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281

IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288

Selected GSA Real Property Operations Contain Internal Control Weaknesses (*Report*) 120350

Consolidation of United States Information Agency Activities in Washington, D.C. (*Report*) 120571

A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928

Postal Service Needs To Strengthen Controls Over Employee Overtime (*Report*) 121022

Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (*Report*) 121241

More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (*Report*) 121316

Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677

Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (*Report*) 121748

GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (*Report*) 121934

With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218

Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (*Report*) 122474

Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476

Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677

The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (*Report*) 122753

Senate Committee on Armed Services

Status of the NAVSTAR Global Positioning System (*Report*) 101126

DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (*Report*) 116856

Need To Examine ALR-74 Radar Warning Receiver Program Schedule (*Report*) 117777

Management of the Federal Emergency Management Agency (*Report*) 120290

Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (*Report*) 120622

The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649

DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721

Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732

Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (*Report*) 121834

Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (*Report*) 121882

The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000

The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-I Computer Lease (*Report*) 122158

Navy Logistics Data-Base Problems Need Increased Management Attention (*Report*) 122171

Development of Fire Support Command and Control Systems by the Army and the Marine Corps (*Report*) 122638

Department of Defense Spare Parts Procurement Practices (*Testimony*) 122681

Senate Committee on Banking, Housing and Urban Affairs

Management of the Federal Emergency Management Agency (*Report*) 120290

HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (*Report*) 120893

Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121278

Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (*Report*) 122261

International Finance and Monetary Policy Subcommittee

Japanese Industrial Policy (*Testimony*) 121866

Senate Committee on Budget

A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515

RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (*Report*) 120413

Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (*Report*) 120542

Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544

Improvements Needed in the District's General Public Assistance Program (*Report*) 120713

FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777

HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (*Report*) 120893

Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (*Report*) 120925

The District of Columbia Can Pay More Vendors on Time (*Report*) 120970

Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (*Report*) 121202

The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (*Report*) 121680

DOD Should Change Its Approach to Reducing Computer Software Proliferation (*Report*) 121721

Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (*Report*) 121732

With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218

Proposed National Technical Information Service Revolving Fund (*Report*) 122445

Senate Committee on Commerce, Science and Transportation

The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (*Report*) 106773

Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774

Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation (*Report*) 107517

Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230

Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (*Report*) 109651

Management of the Federal Emergency Management Agency (<i>Report</i>)	120290	Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	Senate Committee on Governmental Affairs	
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	Triennial Assessment of TVA, FY's 1980-1982 (<i>Report</i>)	121186	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515
Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896			The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (<i>Report</i>)	120222
FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953	Senate Committee on Finance		Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350
Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239	Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (<i>Report</i>)	109783	Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536
Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476	A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515	Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622
The Federal Role in Fostering University-Industry Cooperation (<i>Report</i>)	121492	IRS Administration of Penalties Imposed on Tax Return Preparers (<i>Report</i>)	120288	Postal Service Needs To Strengthen Controls Over Employee Overtime (<i>Report</i>)	121022
Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>)	120544	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121279
Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121277	More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (<i>Report</i>)	121316
Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148	U.S. Army/Julie Research Laboratories, Inc. (<i>Testimony</i>)	121560
Business, Trade and Tourism Subcommittee		Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (<i>Report</i>)	122151	Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (<i>Report</i>)	121667
International Insurance Trade--U.S. Market Open (<i>Report</i>)	119273	With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218	Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (<i>Report</i>)	121722
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (<i>Report</i>)	119495	Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474	Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732
Communications Subcommittee		The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753	Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748
Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (<i>Report</i>)	109651	International Trade Subcommittee		NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831
Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (<i>Report</i>)	110239	A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928	Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148
Science, Technology, and Space Subcommittee		Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677	Civil Service, Post Office and General Services Subcommittee	
Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001	Social Security and Income Maintenance Programs Subcommittee		Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (<i>Report</i>)	120281
Senate Committee on Energy and Natural Resources		Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773	GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (<i>Report</i>)	121934
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (<i>Report</i>)	120542	The Social Security Administration's Management of Personal Property at Headquarters Needs Improvement (<i>Report</i>)	121680	Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (<i>Report</i>)	122476
Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078	Senate Committee on Foreign Relations			
Senate Committee on Environment and Public Works		RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413		
Management of the Federal Emergency Management Agency (<i>Report</i>)	120290				

- Energy, Nuclear Proliferation and Government Processes Subcommittee**
A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (*Report*) 117552
- The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (*Report*) 120570
- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722
- Federal Expenditures, Research and Rules Subcommittee**
Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (*Report*) 118926
- Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (*Report*) 121241
- Governmental Efficiency and the District of Columbia Subcommittee**
Improvements Needed in the District's General Public Assistance Program (*Report*) 120713
- The District of Columbia Can Pay More Vendors on Time (*Report*) 120970
- Improvements in Certain District of Columbia Public Schools' Administrative Operations (*Report*) 121998
- Information Management and Regulatory Affairs Subcommittee**
Oversight and Reauthorization of the Paperwork Reduction Act (*Testimony*) 121311
- Oversight of Government Management Subcommittee**
Computer Security in the Federal Government (*Testimony*) 122730
- Permanent Subcommittee on Investigations**
Selected GSA Real Property Operations Contain Internal Control Weaknesses (*Report*) 120350
- Senate Committee on Labor and Human Resources**
A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515
- The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (*Report*) 119492
- Funds Needed To Develop CPI Quality Control System (*Report*) 120971
- Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039
- Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646
- Labor Subcommittee**
Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646
- Senate Committee on the Judiciary**
Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (*Report*) 120925
- Federal Drug Interdiction Efforts Need Strong Central Oversight (*Report*) 121662
- Constitution Subcommittee**
Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954
- Courts Subcommittee**
Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677
- Limitations of Contracted and Delegated Authority Subcommittee**
GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893
- Senate Committee on Veterans' Affairs**
Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121281
- Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (*Report*) 121882
- Senate Special Committee on Aging**
Social Security Administration's Performance in Providing Public Service (*Testimony*) 122854
- Joint Committees**
- Joint Committee on Printing**
Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (*Report*) 120574
- Review of the Government Printing Office's Cost Estimate for the Cooperative Map Program (*Report*) 122545
- The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861
- Joint Committee on Taxation**
IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
- Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677
- Compilation of GAO's Work on Tax Administration Activities During 1982 (*Report*) 122148
- With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (*Report*) 122218
- Joint Economic Committee**
Economic Goals and Intergovernmental Policy Subcommittee
Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (*Report*) 120477
- International Trade, Finance and Security Economics Subcommittee**
Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (*Report*) 116409
- Members**
- Addabbo, Rep. Joseph P.**
Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (*Report*) 112313
- Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (*Report*) 120622
- Albosta, Rep. Donald J.**
Retrenchment and Redirection at the Office of Personnel Management (*Report*) 122332
- Andrews, Rep. Ike F.**
The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (*Report*) 122849
- Aspin, Rep. Les**
DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (*Report*) 122147
- Barnard, Rep. Doug**
Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (*Report*) 122468
- Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (*Report*) 122474
- Baucus, Sen. Max S.**
GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (*Report*) 112893

Bedell, Rep. Berkley W. National Defense Executive Reserve Program (<i>Report</i>)	120719	The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158	English, Rep. Glenn L. Potential Impact of National Archives and Records Service Budget Reductions (<i>Report</i>)	117322
Bentsen, Sen. Lloyd Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>)	122347	The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)	118209
Boggs, Rep. Lindy The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (<i>Report</i>)	112265	Effect of National Security Decision Directive 84, Safeguarding National Security Information (<i>Report</i>)	122641	U.S. Preparations for an International Conference on Broadcast Satellites (<i>Report</i>)	120788
Bonker, Rep. Don L. Controlling Exports of Dual-Use Nuclear-Related Equipment (<i>Report</i>)	122594	Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878	FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953
Breaux, Rep. John B. The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (<i>Report</i>)	112265	Collins, Rep. Cardiss R. Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781	Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515
Brooks, Rep. Jack Review of DOD Investigation of Leak of Classified Information to The Washington Post (<i>Report</i>)	119859	Courter, Rep. James A. The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570	Ford, Rep. William D. Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332
Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	Danforth, Sen. John C. Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (<i>Report</i>)	118926	Fuqua, Rep. Don DOE's Decision To Defederalize the Bartlesville Energy Technology Center (<i>Report</i>)	120772
The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649	De La Garza, Rep. E. (Kika) Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121280	The Federal Role in Fostering University-Industry Cooperation (<i>Report</i>)	121492
FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777	DeConcini, Sen. Dennis Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	120040	Garcia, Rep. Robert The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570
Status of the Phase IV Base Level Computer Replacement Program (<i>Report</i>)	121147	Dingell, Rep. John D. Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619	Garn, Sen. Edwin (Jake) Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121278
Financial Information Lacking on Government Telecommunications Services and Equipment (<i>Report</i>)	121201	Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445	Gaydos, Rep. Joseph M. Defense Department Foreign Source Procurement (<i>Report</i>)	120640
Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202	Dole, Sen. Robert J. IRS Administration of Penalties Imposed on Tax Return Preparers (<i>Report</i>)	120288	Gibbons, Rep. Sam M. A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928
Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241	Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121277	Gore, Rep. Albert, Jr. Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248
Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690	Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677	Gorton, Sen. Slade Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001
DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148	Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (<i>Report</i>)	122639
NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831			Hall, Rep. Katie How the Content of the Agricultural and Economic Censuses Is Determined and Used (<i>Report</i>)	122484
Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904				
Compiling Numerical Ratings for Members of the Congress by the Department of Defense (<i>Report</i>)	121991				
Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148				

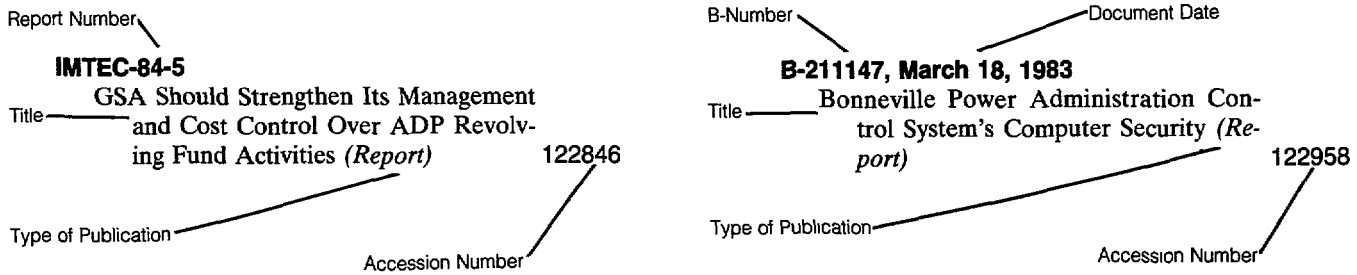
- Hamilton, Rep. Lee H.**
Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (*Report*) 120477
- Harkin, Rep. Thomas R.**
Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (*Report*) 109230
- Hatch, Sen. Orrin G.**
Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (*Report*) 121039
Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (*Report*) 121646
Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (*Report*) 121954
- Hatfield, Sen. Mark O.**
Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717
Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720
- Hawkins, Rep. Augustus F.**
Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program (*Report*) 122545
The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861
- Hawkins, Sen. Paula**
Improvements Needed in Clinical Testing of Anticancer Drugs (*Report*) 122524
- Helms, Sen. Jesse A.**
Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121276
- Hollings, Sen. Ernest F.**
Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (*Report*) 110239
Federal Communications Commission Can Further Improve Its Licensing Activities (*Report*) 121239
The Federal Role in Fostering University-Industry Cooperation (*Report*) 121492
Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (*Report*) 122344
- Johnston, Sen. J. Bennett**
The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265
- Jones, Rep. James R.**
Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (*Report*) 120270
Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (*Report*) 121242
- Laxalt, Sen. Paul**
Federal Communications Commission Can Further Improve Its Licensing Activities (*Report*) 121239
Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121282
The FBI Has Improved Its Fingerprint Identification Service (*Report*) 122157
- Livingston, Rep. Robert L.**
The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265
- Long, Sen. Russell B.**
Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (*Report*) 109783
The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (*Report*) 112265
- Mathias, Sen. Charles McC.**
Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (*Report*) 120574
Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program (*Report*) 122545
- Ottinger, Rep. Richard L.**
Response to Specific Questions on the Indian Point Probabilistic Safety Study (*Report*) 121471
- Packwood, Sen. Bob**
Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (*Report*) 109783
The Federal Role in Fostering University-Industry Cooperation (*Report*) 121492
- Percy, Sen. Charles H.**
Contemplated Legislation To Provide Telecommunications for the Deaf (*Report*) 106774
- Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (*Report*) 121722
- Perkins, Rep. Carl D.**
Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (*Report*) 121351
- Pressler, Sen. Larry**
International Insurance Trade--U.S. Market Open (*Report*) 119273
- Pritchard, Rep. Joel**
Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (*Report*) 122639
- Proxmire, Sen. William**
HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (*Report*) 120893
- Pryor, Sen. David H.**
Computer Matches Identify Potential Unemployment Benefit Overpayments (*Report*) 122376
- Reuss, Rep. Henry S.**
FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (*Report*) 111056
- Rostenkowski, Rep. Daniel**
IRS Administration of Penalties Imposed on Tax Return Preparers (*Report*) 120288
Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (*Report*) 121677
Compilation of GAO's Work on Tax Administration Activities During 1982 (*Report*) 122148
- Roth, Sen. William V., Jr.**
Selected GSA Real Property Operations Contain Internal Control Weaknesses (*Report*) 120350
Program and Budget Information on the President's Budget for FY 1984 (*Report*) 121279
Compilation of GAO's Work on Tax Administration Activities During 1982 (*Report*) 122148
- Sarbanes, Sen. Paul S.**
FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (*Report*) 111056

- Schroeder, Rep. Patricia**
Retrenchment and Redirection at the Office of Personnel Management *(Report)* 122332
- Sharp, Rep. Phillip R.**
DOE's Decision To Defederalize the Bartlesville Energy Technology Center *(Report)* 120772
Information on the Proposed Transfer of the Department of Energy's Functions *(Report)* 122729
- Simpson, Sen. Alan K.**
Program and Budget Information on the President's Budget for FY 1984 *(Report)* 121281
- Stark, Rep. Fortney H.**
Suitability of the MUMPS Language for Government Agencies *(Letter)* 121943
- Swift, Rep. Allen B.**
Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment *(Report)* 122639
- Synar, Rep. Michael L.**
DOE's Decision To Defederalize the Bartlesville Energy Technology Center *(Report)* 120772
- Tower, Sen. John G.**
Management of the Federal Emergency Management Agency *(Report)* 120290
- Van Deerlin, Rep. Lionel**
Cable Television and a Regulatory Policy *(Report)* 090038
- Volkmer, Rep. Harold L.**
Costs and Uses of Remote Sensing Satellites *(Report)* 120782
- Waxman, Rep. Henry A.**
Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly *(Report)* 122865
- Weicker, Sen. Lowell P.**
Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration *(Report)* 120040
The FBI Has Improved Its Fingerprint Identification Service *(Report)* 122157
- Whitten, Rep. Jamie L.**
Procurement of DSCS II Satellites F-17 and F-18 *(Report)* 109125
Relative Performance of Defense and Commercial Communications Satellite Programs *(Report)* 110296
- Summaries of Conclusions and Recommendations on Department of Defense Operations *(Report)* 120717
Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies *(Report)* 120720
- Winn, Rep. Larry, Jr.**
The Federal Role in Fostering University-Industry Cooperation *(Report)* 121492
- Wirth, Rep. Timothy E.**
Comments on H.R. 3229 and H.R. 3240 *(Letter)* 115445
- Wolpe, Rep. Howard**
Controlling Exports of Dual-Use Nuclear-Related Equipment *(Report)* 122594
- Young, Rep. Don**
Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification *(Report)* 112984

DOCUMENT NUMBER INDEX

Entries are arranged by report and/or B-number and date. See inside back cover for GAO Division abbreviations used as the initial part of report numbers.

SAMPLE ENTRY



B-Number Section

B-114865, January 3, 1983 Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 (Report)	120266	B-145252, December 3, 1979 FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (Report)	111056	B-167790, February 28, 1983 National Defense Executive Reserve Program (Report)	120719
B-115398, April 18, 1983 Modification of GAO Procedures With Respect to Approval of Executive Agency Accounting Systems (Letter)	122887	B-146864, August 14, 1978 Contemplated Legislation To Provide Telecommunications for the Deaf (Report)	106774	B-168707, April 16, 1979 Procurement of DSCS II Satellites F-17 and F-18 (Report)	109125
B-125042, April 15, 1983 Triennial Assessment of TVA, FY's 1980-1982 (Report)	121186	B-159895, August 18, 1978 The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (Report)	106773	B-168707, August 10, 1979 Relative Performance of Defense and Commercial Communications Satellite Programs (Report)	110296
B-131935, July 16, 1976 Cable Television and a Regulatory Policy (Report)	090038	B-163058, March 2, 1977 Status of the NAVSTAR Global Positioning System (Report)	101126	B-173761, June 22, 1983 Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (Report)	121954
B-131935, June 4, 1979 Selected FCC Regulatory Policies: Their Purpose and Consequences for Commercial Radio and TV (Report)	109651	B-163762, May 29, 1979 Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (Report)	109783	B-180224, April 20, 1983 Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (Report)	121241
B-133202, April 9, 1976 Need To Control Federal Warning System Proliferation (Report)	099379	B-164292, November 22, 1983 Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (Report)	122892	B-180224, April 28, 1983 More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (Report)	121316
B-137762, August 12, 1983 Compilation of GAO's Work on Tax Administration Activities During 1982 (Report)	122148	B-164497(1), April 30, 1979 Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (Report)	109230	B-180225, July 8, 1981 Need for Better Policy and Control Over Public Information Requests (Report)	115722
B-145252, July 30, 1979 Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (Report)	110239	B-166506, July 6, 1977 Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (Report)	102794	B-180715, October 23, 1978 Planned Modernization of Equipment by the Federal Aviation Administration Needs Reevaluation (Report)	107517

B-182087, July 6, 1982 Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (<i>Report</i>)	118926	B-197170, July 28, 1980 Request for Contract Reformation (<i>Decision</i>)	112885	B-198150, April 11, 1980 The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (<i>Report</i>)	112265
B-184562, April 12, 1977 Unduly Restrictive Specifications (<i>Decision</i>)	102049	B-197338, October 21, 1983 Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (<i>Report</i>)	122651	B-198663, May 9, 1980 Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Requirements for the Next Decade? (<i>Report</i>)	112313
B-189387, March 2, 1978 Certification Requirements for "Short-Haul" Telephone Toll Calls (<i>Decision</i>)	105051	B-197358, September 7, 1983 Status of Major Acquisitions as of September 30, 1982 (<i>Staff Study</i>)	122296	B-198682, July 13, 1983 GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (<i>Report</i>)	121934
B-190245, February 15, 1978 Reimbursement for Telephone Calls and Telegram in Connection With Real Estate Expenses (<i>Decision</i>)	105175	B-197458, May 5, 1980 Protest Involving Contract Award (<i>Decision</i>)	112246	B-198782, September 9, 1980 Protest of Army Contract Award (<i>Decision</i>)	113258
B-191233, March 2, 1978 Rejection of Bid Because of Refusal of Office of Telecommunications Policy To Make Appropriate Determination (<i>Decision</i>)	105273	B-197573, June 10, 1983 Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (<i>Report</i>)	121722	B-199008, May 26, 1983 DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721
B-191577, October 23, 1978 Reconsideration of Denial of Protest Involving Procurement Procedures (<i>Decision</i>)	107597	B-197710, July 8, 1983 Export-Import Bank's Exporter Insurance Program (<i>Report</i>)	121848	B-199141, December 16, 1980 Protest Against Agency Refusal To Accept Bid Modification (<i>Decision</i>)	113972
B-191695, June 13, 1978 Claim for Reimbursement for Telephone Reconnection (<i>Decision</i>)	106308	B-197735, February 17, 1983 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121276	B-199332, August 8, 1980 Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)	112984
B-193437, February 22, 1979 Prior Decision Dismissing Protest as Untimely Is Affirmed (<i>Decision</i>)	108702	B-197735, February 17, 1983 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121277	B-199383, May 13, 1983 Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (<i>Report</i>)	121646
B-194110, January 9, 1980 Allegation That Solicitation Failed To Provide Sufficient Information (<i>Decision</i>)	111238	B-197735, February 17, 1983 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121278	B-199841, March 10, 1983 Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (<i>Report</i>)	121039
B-194151, July 16, 1980 Request for Reconsideration (<i>Decision</i>)	112792	B-197735, February 17, 1983 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121279	B-200111, November 8, 1983 Progress in Improving Program and Budget Information for Congressional Use (<i>Report</i>)	122783
B-194332, October 26, 1983 Followup of Guam's Administration of Its Income Tax Program (<i>Report</i>)	122685	B-197735, February 17, 1983 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121280	B-200143, October 27, 1980 Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629
B-194926, July 2, 1980 Protest of Army Contract Award (<i>Decision</i>)	112706	B-197735, February 17, 1983 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121281	B-200430.2, October 28, 1981 GSA Contract Award Protest (<i>Decision</i>)	116756
B-195136, June 27, 1979 Procurement Not Involving Federal Funds Protested (<i>Decision</i>)	109752	B-197735, February 17, 1983 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121282		
		B-197749, November 20, 1980 Protest of Method Used by Agency for Proposal Evaluation (<i>Decision</i>)	113838		
		B-197814, June 27, 1980 GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (<i>Report</i>)	112893		
		B-197872.2, October 9, 1981 Protest of DOE Cancellation of RFP (<i>Decision</i>)	116637		

B-200685, February 18, 1981 President's Third Special Message for FY 1981 (<i>Report</i>)	114441	B-202652, October 17, 1983 Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (<i>Report</i>)	122639	B-204343, October 31, 1983 The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753
B-200989, August 19, 1981 Protest of Agency Refusal To Amend Solicitation (<i>Decision</i>)	116192	B-202773, February 22, 1982 A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552	B-204425, July 28, 1983 Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998
B-201336, July 20, 1981 Protest of VA Purchase Order Issuance (<i>Decision</i>)	115868	B-202813.3, May 12, 1983 Protest of SSA Contract Award (<i>Decision</i>)	121348	B-204570, September 15, 1981 Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (<i>Report</i>)	116409
B-201604, April 1, 1983 Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971	B-202813.4, September 6, 1983 Protest of SSA Contract Award (<i>Decision</i>)	122285	B-204638, September 30, 1983 Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (<i>Report</i>)	122782
B-201642.2, April 22, 1983 Request for Reconsideration (<i>Decision</i>)	121196	B-202969, October 28, 1981 Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773	B-204771, April 6, 1983 Postal Service Needs To Strengthen Controls Over Employee Overtime (<i>Report</i>)	121022
B-201642.3, October 21, 1983 Second Request for Reconsideration (<i>Decision</i>)	122658	B-203099, June 13, 1983 Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	B-204785, May 5, 1982 Protest of Conversion Cost Evaluation Criteria (<i>Decision</i>)	118317
B-201642.4, October 21, 1983 Second Request for Reconsideration (<i>Decision</i>)	122658	B-203143, July 8, 1983 Suitability of the MUMPS Language for Government Agencies (<i>Letter</i>)	121943	B-204811, September 29, 1983 Controlling Exports of Dual-Use Nuclear-Related Equipment (<i>Report</i>)	122594
B-202031, October 9, 1981 Request for Reconsideration (<i>Decision</i>)	116631	B-203297, June 9, 1981 Comments on H.R. 3229 and H.R. 3240 (<i>Letter</i>)	115445	B-205015, March 3, 1983 Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713
B-202238, October 20, 1981 Protest Alleging That Solicitation Unduly Restricts Competition (<i>Decision</i>)	116691	B-203494, January 6, 1983 IRS Administration of Penalties Imposed on Tax Return Preparers (<i>Report</i>)	120288	B-205033, February 4, 1983 Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (<i>Report</i>)	120537
B-202245, November 16, 1983 The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (<i>Report</i>)	122849	B-203565, July 27, 1983 Cost Recovery Practices Inconsistent With Government Policy (<i>Report</i>)	121955	B-205047, March 9, 1983 Changing Medicaid Formula Can Improve Distribution of Funds to States (<i>Report</i>)	120787
B-202289, August 25, 1983 Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468	B-203651, September 18, 1981 DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (<i>Report</i>)	116401	B-205252, November 7, 1983 VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (<i>Report</i>)	122791
B-202447, January 3, 1983 Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (<i>Report</i>)	120270	B-203651, November 12, 1981 DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)	116856	B-205273, October 25, 1983 Information on the Proposed Transfer of the Department of Energy's Functions (<i>Report</i>)	122729
B-202652, February 11, 1983 Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (<i>Report</i>)	120622	B-204005, August 23, 1982 International Insurance Trade--U.S. Market Open (<i>Report</i>)	119273		

- B-205279.2, January 25, 1983**
Request for Reconsideration (*Decision*) 120421
- B-205291, May 18, 1982**
Protest of Army Contract Award (*Decision*) 118421
- B-205335, November 7, 1983**
Implications of Joint NASA/DOD Participation in Space Shuttle Operations (*Report*) 122878
- B-205384, October 20, 1983**
VA's Program To Authorize Courses for Veterans Needs Improved Management (*Report*) 122642
- B-205464, September 27, 1982**
Protest of National Telecommunications and Information Administration Contract Award (*Decision*) 119598
- B-205525, August 15, 1983**
Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (*Report*) 122151
- B-205616, July 12, 1983**
Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (*Report*) 121882
- B-205659, January 6, 1983**
Management of the Federal Emergency Management Agency (*Report*) 120290
- B-205879, March 4, 1983**
Summaries of Conclusions and Recommendations on Department of Defense Operations (*Report*) 120717
Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (*Report*) 120720
- B-205919, January 18, 1982**
Potential Impact of National Archives and Records Service Budget Reductions (*Report*) 117322
- B-205981, September 27, 1983**
The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (*Report*) 122663
- B-206067, October 18, 1983**
Effect of National Security Decision Directive 84, Safeguarding National Security Information (*Report*) 122641
- B-206180, October 27, 1983**
Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (*Report*) 122852
- B-206274, May 20, 1982**
Protest of INS Contract Award (*Decision*) 118429
- B-206332, January 6, 1983**
Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (*Report*) 120281
- B-206332, September 28, 1983**
Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (*Report*) 122476
- B-206356, May 17, 1983**
Claim for Payment by Virtue of Assignment of Proceeds (*Decision*) 121383
- B-206386, June 20, 1983**
Contracting for Computer Teleprocessing Services Can Be Improved (*Report*) 121904
- B-206422, October 18, 1983**
FBI Management of Its Automated Information Systems (*Report*) 122616
- B-206455, October 7, 1983**
Assessment of Bilateral Telecommunications Agreements With Japan (*Report*) 122557
- B-206455, October 25, 1983**
Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (*Report*) 122677
- B-206548, March 10, 1982**
Need To Examine ALR-74 Radar Warning Receiver Program Schedule (*Report*) 117777
- B-206887, February 16, 1983**
FAA's Plan To Improve the Air Traffic Control System (*Report*) 120777
- B-206898, June 1, 1982**
A CPI for Retirees Is Not Needed Now but Could Be in the Future (*Report*) 118515
- B-206901, April 5, 1983**
Protest of Proposed Army Contract Award (*Decision*) 121008
- B-206946, February 10, 1983**
Protest of Rejection of Bid by Labor (*Decision*) 120584
- B-207031, July 21, 1983**
Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (*Report*) 121952
- B-207093, August 24, 1983**
Computer Matches Identify Potential Unemployment Benefit Overpayments (*Report*) 122376
- B-207151, April 19, 1982**
The Federal Communications Commission's International Telecommunications Activities (*Report*) 118209
- B-207194.2, November 29, 1982**
Protest of Air Force Contract Award (*Decision*) 120001
- B-207212, September 1, 1983**
Computer Technology at IRS: Present and Planned (*Staff Study*) 122292
- B-207311, March 16, 1983**
Protest of Cost-Plus-Fixed-Fee Contract Award (*Decision*) 120827
- B-207327, April 1, 1983**
The District of Columbia Can Pay More Vendors on Time (*Report*) 120970
- B-207363, February 8, 1983**
Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (*Report*) 120544
- B-207395, May 18, 1982**
Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (*Report*) 118619
- B-207508, September 2, 1983**
How the Content of the Agricultural and Economic Censuses Is Determined and Used (*Report*) 122484
- B-207535, August 24, 1983**
Review of Overtime Practices and Controls at Selected Installations in the Department of Defense (*Report*) 122189
- B-207549, February 9, 1983**
Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (*Report*) 120542

- B-207557, July 11, 1983**
Request for Advance Decision on Claim for Services (*Decision*) 121845
- B-207569, August 16, 1983**
Summary of Review of the Army's Division Level Data Entry Device Acquisition (*Report*) 122347
- B-207640, September 6, 1983**
Software Problems in the Development of the Defense Fuel Automated Management System (*Report*) 122298
- B-207660.3, May 16, 1983**
Protest of Navy Refusal To Consider Revised Proposal (*Decision*) 121366
- B-207670, September 23, 1983**
Request for Review of Delaware Contract Award (*Decision*) 122432
- B-207733, October 25, 1983**
GSA Should Strengthen Its Management and Cost Control Over ADP Revolving Fund Activities (*Report*) 122846
- B-207802, September 27, 1983**
Opportunities To Improve Geological Survey's ADP Information Resources Management (*Report*) 122673
- B-207847, May 2, 1983**
Protest of Commerce Contract Award (*Decision*) 121246
- B-207876, April 8, 1983**
Status of the Great Plains Coal Gasi-
fication Project (*Report*) 121030
- B-208009, March 17, 1983**
Protest of Selection of Awardee Under Navy RFP (*Decision*) 120836
- B-208083, October 19, 1983**
Development of Fire Support Command and Control Systems by the Army and the Marine Corps (*Report*) 122638
- B-208143, April 14, 1983**
Protests of Federal Maritime Commission Contract Award (*Decision*) 121146
- B-208143.2, April 14, 1983**
Protests of Federal Maritime Commission Contract Award (*Decision*) 121146
- B-208171, July 28, 1983**
The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (*Report*) 122000
- B-208193, January 18, 1983**
Protest of Cancellation of IFB Issued by USDA (*Decision*) 120376
- B-208214, September 23, 1983**
Protest of NIH Contract Award (*Decision*) 122435
- B-208237, April 19, 1983**
Protest of Navy Actions in Connection With RFP (*Decision*) 121164
- B-208325, February 8, 1983**
Protest of Selective Service System Contract Award (*Decision*) 120553
- B-208338, July 25, 1983**
Protest of Exclusion of Proposal From Competitive Range (*Decision*) 121950
- B-208359, January 10, 1983**
Protest of Proposal Evaluation (*Decision*) 120310
- B-208380, November 16, 1983**
The Government Printing Office Can More Effectively Manage Its General Sales Program (*Report*) 122861
- B-208440, December 27, 1982**
The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (*Report*) 120222
- B-208444, March 24, 1983**
A Strategy Is Needed To Deal With Peaking Problems at International Airports (*Report*) 120928
- B-208476, January 31, 1983**
Protest of DLA Contract Award (*Decision*) 120461
- B-208490, September 30, 1983**
Review of the Government Printing Office's Cost Estimate for the Co-operative Map Program (*Report*) 122545
- B-208596, January 25, 1983**
The Air Force Can Improve Its Maintenance Information Systems (*Report*) 120649
- B-208596, August 16, 1983**
DOD's Automated Telecommunications Centers Reduce the Impact of Message Volume on Staffing (*Report*) 122147
- B-208642, June 28, 1983**
Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (*Report*) 121748
- B-208662, August 15, 1983**
Protest of Contract Award Alleging Awardee Did Not Meet Certification Requirement (*Decision*) 122135
- B-208738, January 11, 1983**
The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (*Report*) 120570
- B-208754, September 17, 1982**
Funding Constraints Require a New Approach To Support Tourism Information for Foreign Visitors (*Report*) 119495
- B-208783, September 22, 1982**
The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (*Report*) 119492
- B-208786.3, May 10, 1983**
Request for Reconsideration (*Decision*) 121324
- B-208826, January 21, 1983**
Defense Department Foreign Source Procurement (*Report*) 120640
- B-208863, November 9, 1983**
Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (*Report*) 122874
- B-208879, March 16, 1983**
Protest of USDA Contract Award (*Decision*) 120842
- B-208882, March 31, 1983**
Protest of Air Force Determination To Exclude Proposal From the Competitive Range (*Decision*) 120974
- B-208919, June 9, 1983**
NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (*Report*) 121831
- B-208919, July 22, 1983**
The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (*Report*) 122158

B-209053, July 6, 1983 Protest of IFB Requirement (<i>Decision</i>)	121815	B-209611, April 15, 1983 Protest of Bid Rejection by Air Force (<i>Decision</i>)	121143	B-210104, May 17, 1983 Protest of USIA Contract Award (<i>Decision</i>)	121385
B-209054, January 14, 1983 Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350	B-209617, April 12, 1983 Protests of Commerce Contract Award (<i>Decision</i>)	121075	B-210151, February 14, 1983 Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (<i>Report</i>)	120574
B-209060, October 7, 1982 Review of DOD Investigation of Leak of Classified Information to The Washington Post (<i>Report</i>)	119859	B-209617.2, April 12, 1983 Protests of Commerce Contract Award (<i>Decision</i>)	121075	B-210154, September 23, 1983 Protest of USDA Issuance of Delivery Order (<i>Decision</i>)	122392
B-209260.2, June 28, 1983 Protest of Proposed Award of Army Contract (<i>Decision</i>)	121760	B-209632, June 20, 1983 Compiling Numerical Ratings for Members of the Congress by the Department of Defense (<i>Report</i>)	121991	B-210179, January 12, 1983 Protest of OPM Solicitation (<i>Decision</i>)	120336
B-209379, May 27, 1983 Protest of Navy Evaluation Criteria (<i>Decision</i>)	121481	B-209671, September 16, 1983 Protest of Elimination From Competitive Range (<i>Decision</i>)	122360	B-210201, April 22, 1983 Protest of Defense Contract Award (<i>Decision</i>)	121199
B-209389, December 27, 1982 Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248	B-209685, December 1, 1983 Further Improvements Needed in Processing Tax Regulations (<i>Report</i>)	122961	B-210204, May 16, 1983 Protest of DLA Contract Award Alleging Improper Alteration of Evaluation Scheme (<i>Decision</i>)	121367
B-209425, August 25, 1983 Protest of Issuance of Navy Purchase Order (<i>Decision</i>)	122192	B-209796, December 3, 1982 Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	120040	B-210239, May 31, 1983 Protest of DCA Solicitation Cancellation (<i>Decision</i>)	121512
B-209477, March 1, 1983 Protest of Issuance of HHS Purchase Order (<i>Decision</i>)	120695	B-209897, February 28, 1983 Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (<i>Report</i>)	120655	B-210341, February 18, 1983 Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)	120621
B-209531, April 15, 1983 Protest Alleging Restrictive RFP (<i>Decision</i>)	121116	B-209904, February 25, 1983 Financial Information Lacking on Government Telecommunications Services and Equipment (<i>Report</i>)	121201	B-210360, February 7, 1983 Continued Improvements Needed in Air Force Procedures and Practices (<i>Report</i>)	120536
B-209532, January 13, 1983 Consolidation of United States Information Agency Activities in Washington, D.C. (<i>Report</i>)	120571	B-209935, January 25, 1983 RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commitment Is Needed (<i>Report</i>)	120413	B-210393, April 11, 1983 Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202
B-209544, September 16, 1983 Protest of DOE Contract Award (<i>Decision</i>)	122362	B-209992, April 11, 1983 Protest Alleging SBA Applied Incorrect Classification To Determine Eligibility (<i>Decision</i>)	121070	B-210415, October 11, 1983 Protest of USGS Issuance of Delivery Order (<i>Decision</i>)	122571
B-209595, April 28, 1983 Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (<i>Report</i>)	121237	B-210019, January 28, 1983 The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455	B-210438, February 28, 1983 DOE's Decision To Defederalize the Bartlesville Energy Technology Center (<i>Report</i>)	120772
B-209596, March 17, 1983 Spreading Commuter Work Hours Could Reduce Transit Costs (<i>Report</i>)	120896	B-210100, October 12, 1983 Protest of Sole-Source Army Contract Award (<i>Decision</i>)	122558	B-210510, February 2, 1983 Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (<i>Report</i>)	120477

B-210511, January 27, 1983 Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (<i>Report</i>)	120438	B-210820, March 4, 1983 Costs and Uses of Remote Sensing Satellites (<i>Report</i>)	120782	B-211231, June 20, 1983 Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677
B-210512, March 14, 1983 FCC Needs To Monitor a Changing International Telecommunications Market (<i>Report</i>)	120953	B-210836, October 25, 1983 Protest of Two Noncompetitive Orders Issued by Navy (<i>Decision</i>)	122725	B-211240, December 27, 1983 Protests of Navy RFP (<i>Decision</i>)	123135
B-210581, May 11, 1983 Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645	B-210890, March 25, 1983 Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925	B-211247, April 12, 1983 Protest of Air Force Contract Award to Any Other Firm (<i>Decision</i>)	121067
B-210587, July 26, 1983 Stronger Direction Needed for the National Earthquake Program (<i>Report</i>)	122001	B-210894, May 25, 1983 The Federal Role in Fostering University-Industry Cooperation (<i>Report</i>)	121492	B-211258, September 26, 1983 Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474
B-210595, May 20, 1983 Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414	B-210948, March 15, 1983 Protest of NIH Contract Award (<i>Decision</i>)	120798	B-211273, December 5, 1983 Protest of Capability Requirement Addition to Awarded Contract (<i>Decision</i>)	122985
B-210602, April 26, 1983 Federal Communications Commission Can Further Improve Its Licensing Activities (<i>Report</i>)	121239	B-210969, July 14, 1983 Protest of Sole-Source FAA Contract Award (<i>Decision</i>)	121875	B-211320, May 24, 1983 Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (<i>Report</i>)	121690
B-210607, March 14, 1983 HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (<i>Report</i>)	120893	B-211012, October 12, 1983 Protest of NHTSA Contract Award (<i>Decision</i>)	122619	B-211321, April 28, 1983 Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (<i>Report</i>)	121242
B-210637, February 7, 1983 Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520	B-211063, December 6, 1983 Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999	B-211333, June 28, 1983 Protest of Issuance of DLA Purchase Order (<i>Decision</i>)	121759
B-210709, June 30, 1983 Protest of Exclusion of Proposal From Competitive Range (<i>Decision</i>)	121766	B-211063.2, December 6, 1983 Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999	B-211348, June 16, 1983 Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (<i>Report</i>)	121667
B-210716, March 8, 1983 Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (<i>Report</i>)	120681	B-211063.3, December 6, 1983 Protests of Corps of Engineers' Rejections of Proposals (<i>Decision</i>)	122999	B-211357, September 7, 1983 Protest of DLA Contract Award (<i>Decision</i>)	122291
B-210778, March 4, 1983 U.S. Preparations for an International Conference on Broadcast Satellites (<i>Report</i>)	120788	B-211087, March 16, 1983 Status of the Phase IV Base Level Computer Replacement Program (<i>Report</i>)	121147	B-211358, August 22, 1983 Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332
B-210792, December 14, 1983 Protest of Army Refusal To Consider Attempted Offer (<i>Decision</i>)	123059	B-211147, March 18, 1983 Bonneville Power Administration Control System's Computer Security (<i>Report</i>)	122958	B-211371, August 23, 1983 Protest of Army Failure To Refer Matter of Capability to SBA (<i>Decision</i>)	122179
		B-211147, June 22, 1983 Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078	B-211426, October 12, 1983 Protest of Quotation Rejection by Navy (<i>Decision</i>)	122569

B-211428, May 6, 1983 Protest of Navy Contract Award (<i>Decision</i>)	121298	B-211889, June 10, 1983 Protest Alleging Air Force RFP Restricts Competition (<i>Decision</i>)	121619	B-212677, August 26, 1983 Protest of Treasury Contract Award (<i>Decision</i>)	122224
B-211436, April 28, 1983 Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (<i>Report</i>)	121351	B-211951, August 19, 1983 The FBI Has Improved Its Fingerprint Identification Service (<i>Report</i>)	122157	B-212866, September 2, 1983 Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (<i>Report</i>)	122344
B-211466, June 2, 1983 Problems With GSA's Management of Lease Renewal Options (<i>Report</i>)	121781	B-212009, September 30, 1983 Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555	B-213126, October 21, 1983 Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (<i>Report</i>)	122865
B-211489, July 28, 1983 Protest of Use of Benchmark To Evaluate Proposals (<i>Decision</i>)	121983	B-212018, July 1, 1983 Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (<i>Decision</i>)	121787	B-213422, November 4, 1983 Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (<i>Report</i>)	122752
B-211509, June 23, 1983 Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732	B-212018.2, July 1, 1983 Protest of Army Contract Award Alleging Awardee Did Not Satisfy Requirements (<i>Decision</i>)	121787		
B-211547, May 9, 1983 Protest Alleging Restrictive RFP Provisions (<i>Decision</i>)	121321	B-212018.3, December 19, 1983 Request for Reconsideration of Sustained Protest Against Army Contract Award (<i>Decision</i>)	123092		
B-211642, May 24, 1983 Response to Specific Questions on the Indian Point Probabilistic Safety Study (<i>Report</i>)	121471	B-212018.4, December 19, 1983 Request for Reconsideration of Sustained Protest Against Army Contract Award (<i>Decision</i>)	123092		
B-211683, May 23, 1983 Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515	B-212018.5, December 19, 1983 Request for Reconsideration of Sustained Protest Against Army Contract Award (<i>Decision</i>)	123092		
B-211685, September 30, 1983 Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (<i>Report</i>)	122690	B-212018.6, December 19, 1983 Request for Reconsideration of Sustained Protest Against Army Contract Award (<i>Decision</i>)	123092		
B-211809, August 8, 1983 Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (<i>Staff Study</i>)	122059	B-212165, August 25, 1983 With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218		
B-211810, May 26, 1983 Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476	B-212184, August 25, 1983 Proposed National Technical Information Service Revolving Fund (<i>Report</i>)	122445		
B-211849, September 1, 1983 Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (<i>Report</i>)	122261	B-212322, September 26, 1983 Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Report</i>)	122524		
B-211873, July 8, 1983 Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (<i>Report</i>)	121834	B-212356, November 15, 1983 Protest of Contract Award by Administrative Office of the U.S. Courts (<i>Decision</i>)	122829		
				Report Number Section	
				AFMD-82-78	
				Validity and Comparability of Quantitative Data Presented by the President's Council on Integrity and Efficiency on Inspectors General Activities (<i>Report</i>)	118619
				AFMD-83-4	
				Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1982 (<i>Report</i>)	120266
				AFMD-83-19	
				Action Needed To Reduce, Account for, and Collect Overpayments to Federal Retirees (<i>Report</i>)	121748
				AFMD-83-24	
				Problems With Uniform Payroll System Reported by DOT Employees (<i>Report</i>)	121645
				AFMD-83-29	
				Federal Agencies Could Save Time and Money With Better Computer Software Alternatives (<i>Report</i>)	121414
				AFMD-83-32	
				Review of the Reliability and Accuracy of the Government Printing Office's Monthly Financial Statements (<i>Report</i>)	120574
				AFMD-83-34	
				FAA's Plan To Improve the Air Traffic Control System (<i>Report</i>)	120777

AFMD-83-35 Selected GSA Real Property Operations Contain Internal Control Weaknesses (<i>Report</i>)	120350	AFMD-83-70 The Air Force Weapons Laboratory Should Validate Its Computer Needs and Evaluate Alternatives Before Continuing Its Cray-1 Computer Lease (<i>Report</i>)	122158	for Commercial Radio and TV (<i>Report</i>)	109651
AFMD-83-36 Small Computers in the Federal Government: Management Is Needed To Realize Potential and Prevent Problems (<i>Report</i>)	120681	AFMD-83-72 The Best FECA Practices Could Raise Productivity if Implemented at All FECA Offices (<i>Report</i>)	122663	CED-79-107 Organizing the Federal Communications Commission for Greater Management and Regulatory Effectiveness (<i>Report</i>)	110239
AFMD-83-37 Improvements Needed in Internal Controls at the National Finance Center (<i>Report</i>)	120520	AFMD-83-85 Army Can Benefit From Lessons Learned in Developing a New Facilities Management Information System (<i>Report</i>)	121952	CED-80-27 FCC's Decision To Consolidate Licensing Division in Gettysburg, Pa. Was Made Without Adequate Analysis (<i>Report</i>)	111056
AFMD-83-39 Military Services and VA Can Reduce Benefit Overpayments by Improving Exchange of Pay Data (<i>Report</i>)	121882	AFMD-83-89 Review of the Government Printing Office's Cost Estimate for the Cooperative Map Program (<i>Report</i>)	122545	CED-80-58 The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective (<i>Report</i>)	112265
AFMD-83-40 NASA-Ames Research Center Should Not Have Awarded Computational Services Contract to SBA and Technology Development of California (<i>Report</i>)	121831	AFMD-84-2 Review of the Pension Benefit Guaranty Corporation's Progress Towards Improving Accounting and Internal Control Weaknesses (<i>Report</i>)	122892	CED-82-77 The Federal Communications Commission's International Telecommunications Activities (<i>Report</i>)	118209
AFMD-83-43 Interior Should Solve Its Royalty Accounting Problems Before Implementing New Accounting System (<i>Report</i>)	120438	AFMD-84-14 Improved Internal Controls Are Needed To Better Assure That Obligations Will Not Be Backdated (<i>Report</i>)	122874	FGMSD-79-15 Increased Productivity Can Lead to Lower Costs at Federal Hydroelectric Plants (<i>Report</i>)	109783
AFMD-83-53 A Bibliography of Documents Issued by the GAO on Matters Related to: ADP (<i>Other</i>)	121480	AFMD-84-16 The Bureau of Public Debt Should Better Control Savings Bond Sales and Redemptions (<i>Report</i>)	122753	FPCD-83-23 Inquiry Into Allegations of Improprieties at the National Telecommunications and Information Administration (<i>Report</i>)	120040
AFMD-83-57 Significant Improvements Seen in Efforts To Collect Debts Owed the Federal Government (<i>Report</i>)	121242	AFMD-84-20 The Government Printing Office Can More Effectively Manage Its General Sales Program (<i>Report</i>)	122861	GGD-81-70 Need for Better Policy and Control Over Public Information Requests (<i>Report</i>)	115722
AFMD-83-58 Status of the Phase IV Base Level Computer Replacement Program (<i>Report</i>)	121147	CED-76-124 Cable Television and a Regulatory Policy (<i>Report</i>)	090038	GGD-81-105 Faster Processing of DOD Personnel Security Clearances Could Avoid Millions in Losses (<i>Report</i>)	116409
AFMD-83-60 Contracting for Computer Teleprocessing Services Can Be Improved (<i>Report</i>)	121904	CED-77-95 Environmental Protection Agency's Role in Protecting the Public and the Environment From Nonionizing Radiation Exposure (<i>Report</i>)	102794	GGD-82-10 Potential Impact of National Archives and Records Service Budget Reductions (<i>Report</i>)	117322
AFMD-83-63 Bonneville's ADP Resource Management Controls Show Improvement, but More Needs To Be Done (<i>Report</i>)	122078	CED-78-151 The Role of Field Operations in the Federal Communications Commission's Regulatory Structure (<i>Report</i>)	106773	GGD-82-13 A \$4 Billion Census in 1990? Timely Decisions on Alternatives to 1980 Procedures Can Save Millions (<i>Report</i>)	117552
AFMD-83-68 Federal Efforts Regarding Automated Manufacturing Need Stronger Leadership (<i>Report</i>)	121476	CED-79-62 Selected FCC Regulatory Policies: Their Purpose and Consequences		GGD-82-41 A CPI for Retirees Is Not Needed Now but Could Be in the Future (<i>Report</i>)	118515

GGD-82-90 Impact of the Paperwork Reduction Act on the Internal Revenue Service's Ability To Administer the Tax Laws (<i>Report</i>)	118926	GGD-83-31 Financial Institution Regulatory Agencies Can Make Better Use of Consumer Complaint Information (<i>Report</i>)	122468	GGD-83-61 Cost Recovery Practices Inconsistent With Government Policy (<i>Report</i>)	121955
GGD-82-100 The Department of Labor Has Not Adequately Controlled Office of Job Corps Information Collection Activities (<i>Report</i>)	119492	GGD-83-32 Funds Needed To Develop CPI Quality Control System (<i>Report</i>)	120971	GGD-83-63 With Better Management Information, IRS Could Further Improve Its Efforts Against Abusive Tax Shelters (<i>Report</i>)	122218
GGD-83-1 The Bureau of Economic Analysis Should Lead Efforts To Improve GNP Estimates (<i>Report</i>)	120222	GGD-83-35 Implementing the Paperwork Reduction Act: Some Progress, but Many Problems Remain (<i>Report</i>)	121241	GGD-83-64 Freedom of Information Act Operations at Six Department of Justice Units (<i>Report</i>)	121515
GGD-83-4 A Strategy Is Needed To Deal With Peaking Problems at International Airports (<i>Report</i>)	120928	GGD-83-36 Postal Service Needs To Strengthen Controls Over Employee Overtime (<i>Report</i>)	121022	GGD-83-66 Need for Central Adjudication Facility for Security Clearances for Navy Personnel (<i>Report</i>)	122152
GGD-83-6 IRS Administration of Penalties Imposed on Tax Return Preparers (<i>Report</i>)	120288	GGD-83-38 The District of Columbia Can Pay More Vendors on Time (<i>Report</i>)	120970	GGD-83-69 Selected Government-Wide Management Improvement Efforts: 1970 to 1980 (<i>Staff Study</i>)	122059
GGD-83-9 Management of the Federal Emergency Management Agency (<i>Report</i>)	120290	GGD-83-39 Better Use of Information Technology Can Reduce the Burden of Federal Paperwork (<i>Report</i>)	121202	GGD-83-71 Guidance Needed If Better Freedom of Information Act Cost Reports Are Desired (<i>Report</i>)	121954
GGD-83-10 The Census Bureau Needs To Plan Now for a More Automated 1990 Decennial Census (<i>Report</i>)	120570	GGD-83-42 More Guidance and Controls Needed Over Federal Recordkeeping Requirements Imposed on the Public (<i>Report</i>)	121316	GGD-83-77 Improvements in Certain District of Columbia Public Schools' Administrative Operations (<i>Report</i>)	121998
GGD-83-13 Improvements Needed in the District's General Public Assistance Program (<i>Report</i>)	120713	GGD-83-43 Further Improvements Needed in Department of Defense Oversight of Special Access (Carve-Out) Contracts (<i>Report</i>)	120621	GGD-83-78 The FBI Has Improved Its Fingerprint Identification Service (<i>Report</i>)	122157
GGD-83-15 Review of DOD Investigation of Leak of Classified Information to The Washington Post (<i>Report</i>)	119859	GGD-83-47 Legislative Change Needed To Enable IRS To Assess Taxes Voluntarily Reported by Taxpayers in Bankruptcy (<i>Report</i>)	121677	GGD-83-80 Review of Overtime Practices and Controls at Selected Installations in the Department of Defense (<i>Report</i>)	122189
GGD-83-20 The Air Force Can Improve Its Maintenance Information Systems (<i>Report</i>)	120649	GGD-83-50 Department of Justice Case Management Information System Does Not Meet Departmental or Congressional Information Needs (<i>Report</i>)	120925	GGD-83-84 Conversion to Automated Mail Processing and Nine-Digit ZIP Code--A Status Report (<i>Report</i>)	122476
GGD-83-24 Conversion to Automated Mail Processing Should Continue: Nine-Digit Zip Code Should Be Adopted (<i>Report</i>)	120281	GGD-83-52 Federal Drug Interdiction Efforts Need Strong Central Oversight (<i>Report</i>)	121662	GGD-83-89 Compilation of GAO's Work on Tax Administration Activities During 1982 (<i>Report</i>)	122148
GGD-83-27 Changing Medicaid Formula Can Improve Distribution of Funds to States (<i>Report</i>)	120787	GGD-83-58 Public Information Reporting by Tax-Exempt Private Foundations Needs More Attention by IRS (<i>Report</i>)	122474	GGD-83-95 Retrenchment and Redirection at the Office of Personnel Management (<i>Report</i>)	122332
				GGD-83-99 Computer Matches Identify Potential Unemployment Benefit Overpayments (<i>Report</i>)	122376

GGD-83-103 Computer Technology at IRS: Present and Planned (<i>Staff Study</i>) 122292	HRD-83-90 Better Case File Monitoring of the Workers' Compensation Offset Provision by the Social Security Administration Could Save Millions (<i>Report</i>) 122782	IMTEC-84-4 Air Force Global Weather Central Initiates Positive Action To Assess Adequacy of Software Inventory (<i>Report</i>) 122651
GGD-84-7 The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (<i>Report</i>) 122849	ID-82-39 International Insurance Trade--U.S. Market Open (<i>Report</i>) 119273	IMTEC-84-5 GSA Should Strengthen Its Manage- ment and Cost Control Over ADP Revolving Fund Activities (<i>Report</i>) 122846
GGD-84-11 Followup of Guam's Administration of Its Income Tax Program (<i>Re- port</i>) 122685	ID-82-41 Funding Constraints Require a New Approach To Support Tourism In- formation for Foreign Visitors (<i>Re- port</i>) 119495	IMTEC-84-6 VA's Program To Authorize Courses for Veterans Needs Improved Man- agement (<i>Report</i>) 122642
GGD-84-12 Further Improvements Needed in Processing Tax Regulations (<i>Re- port</i>) 122961	ID-83-9 RECOVER: A Potentially Useful Technology for Nuclear Safeguards, but Greater International Commit- ment Is Needed (<i>Report</i>) 120413	IPE-84-1 Medicaid and Nursing Home Care: Cost Increases and the Need for Services Are Creating Problems for the States and the Elderly (<i>Report</i>) 122865
GGD-84-24 FBI Management of Its Automated Information Systems (<i>Report</i>) 122616	ID-83-22 Defense Department Foreign Source Procurement (<i>Report</i>) 120640	LCD-76-105 Need To Control Federal Warning System Proliferation (<i>Report</i>) 099379
HRD-83-16 Improving Medicare and Medicaid Systems To Control Payments for Unnecessary Physicians' Services (<i>Report</i>) 120544	ID-83-49 Export-Import Bank's Exporter Insur- ance Program (<i>Report</i>) 121848	LCD-78-118 Contemplated Legislation To Provide Telecommunications for the Deaf (<i>Report</i>) 106774
HRD-83-27 Controls Over Foreign Students in U.S. Postsecondary Institutions Are Still Ineffective (<i>Report</i>) 121039	IMTEC-83-1 Summary of Review of the Army's Division Level Data Entry Device Acquisition (<i>Report</i>) 122347	LCD-78-127 Planned Modernization of Equipment by the Federal Aviation Adminis- tration Needs Reevaluation (<i>Re- port</i>) 107517
HRD-83-35 Equal Employment Opportunity Commission Progress in Meeting Goals Set Under the Paperwork Reduction Act of 1980 (<i>Report</i>) 120477	IMTEC-83-2 DOD's Automated Telecommunica- tions Centers Reduce the Impact of Message Volume on Staffing (<i>Re- port</i>) 122147	LCD-79-104 Should NAVSTAR Be Used for Civil Navigation? FAA Should Improve Its Efforts To Decide (<i>Report</i>) 109230
HRD-83-46 Labor Inaccurately Paid Black Lung Benefits--Some Corrective Actions Taken but More Are Needed (<i>Re- port</i>) 121646	IMTEC-83-4 How the Content of the Agricultural and Economic Censuses Is Deter- mined and Used (<i>Report</i>) 122484	LCD-79-108 Relative Performance of Defense and Commercial Communications Satel- lite Programs (<i>Report</i>) 110296
HRD-83-49 Problems Affecting the Accuracy and Timeliness of Employment Service Reporting Systems (<i>Report</i>) 121351	IMTEC-83-5 Software Problems in the Develop- ment of the Defense Fuel Auto- mated Management System (<i>Re- port</i>) 122298	LCD-79-112 Procurement of DSCS II Satellites F- 17 and F-18 (<i>Report</i>) 109125
HRD-83-50 The Social Security Administration's Management of Personal Property at Headquarters Needs Improve- ment (<i>Report</i>) 121680	IMTEC-83-8 Opportunities To Improve Geological Survey's ADP Information Re- sources Management (<i>Report</i>) 122673	LCD-80-59 Does DOD Need a Dedicated System of High Altitude Satellites To Meet Its Strategic Communications Re- quirements for the Next Decade? (<i>Report</i>) 112313
HRD-83-52 Improvements Needed in Clinical Testing of Anticancer Drugs (<i>Re- port</i>) 122524	IMTEC-84-2 Greater Emphasis on Testing Needed To Make Computer Software More Reliable and Less Costly (<i>Report</i>) 122852	LCD-80-72 GSA'S Planned Procurement of a Consolidated Telephone System for the Washington, D.C., Area (<i>Re- port</i>) 112893

LCD-80-91 Federal Agency Roles and Responsibilities for Emergency Communications Need Clarification (<i>Report</i>)	112984	NSIAD-83-7 Weapon Systems Overview: A Summary of Recent GAO Reports, Observations and Recommendations on Major Weapon Systems (<i>Report</i>)	122690	NSIAD-84-15 Development of Fire Support Command and Control Systems by the Army and the Marine Corps (<i>Report</i>)	122638
LCD-81-4 Deficiencies in the St. Louis Defense Telephone Service Should Be Avoided in Future Consolidations (<i>Report</i>)	113629	NSIAD-83-10 Benefits of International Agreement on Trade-Distorting Subsidies Not Yet Realized (<i>Report</i>)	122151	NSIAD-84-26 Effect of National Security Decision Directive 84, Safeguarding National Security Information (<i>Report</i>)	122641
MASAD-81-42 DOT Should Terminate Further LORAN-C Development and Modernization and Exploit the Potential of the NAVSTAR/Global Positioning System (<i>Report</i>)	116401	NSIAD-83-20 The Air Force Equipment Management System Still Does Not Assure Control of Nonexpendable Equipment (<i>Report</i>)	122000	NSIAD-84-28 VA Medical Centers Could Determine Supply Requirements More Accurately by Updating Factors Used To Compute Economic Order Quantities (<i>Report</i>)	122791
MASAD-82-3 Better Management Needed in Social Security Administration's Toll-Free Telephone Service to the Public (<i>Report</i>)	116773	NSIAD-83-28 Controlling Exports of Dual-Use Nuclear-Related Equipment (<i>Report</i>)	122594	OACG-84-2 Progress in Improving Program and Budget Information for Congressional Use (<i>Report</i>)	122783
MASAD-82-6 DOD Should Defer Buying New TACAN Equipment and Evaluate Other Alternatives (<i>Report</i>)	116856	NSIAD-83-32 Status of Major Acquisitions as of September 30, 1982 (<i>Staff Study</i>)	122296	OGC-81-3 President's Third Special Message for FY 1981 (<i>Report</i>)	114441
MASAD-82-23 Need To Examine ALR-74 Radar Warning Receiver Program Schedule (<i>Report</i>)	117777	NSIAD-83-48 Navy Logistics Data-Base Problems Need Increased Management Attention (<i>Report</i>)	122171	OISS-83-1 Summaries of Conclusions and Recommendations on the Operations of Civil Departments and Agencies (<i>Report</i>)	120720
MASAD-83-9 Issues Concerning the Department of Defense's Global Positioning System as It Enters Production (<i>Staff Study</i>)	120320	NSIAD-83-66 Need To Improve Management of ACDA's Automatic Data Processing and Operations Analysis Functions (<i>Report</i>)	122555	OISS-83-2 Summaries of Conclusions and Recommendations on Department of Defense Operations (<i>Report</i>)	120717
MASAD-83-13 The Coast Guard Needs Navy Weapon Systems To Meet Wartime Mission Requirements (<i>Report</i>)	120455	NSIAD-84-1 Data Collection Under the International Agreement on Government Procurement Could Be More Accurate and Efficient (<i>Report</i>)	122677	OLS-83-01 EDP Auditing: An Annotated Bibliography (<i>Other</i>)	122606
MASAD-83-14 Compiling Numerical Ratings for Members of the Congress by the Department of Defense (<i>Report</i>)	121991	NSIAD-84-2 Assessment of Bilateral Telecommunications Agreements With Japan (<i>Report</i>)	122557	OLS-83-3 GAO Research Guide: Electronic Data Processing (<i>Other</i>)	123269
MASAD-83-16 Financial Information Lacking on Government Telecommunications Services and Equipment (<i>Report</i>)	121201	NSIAD-84-8 Army Justification for Awarding a Sole Source Contract for Automated Calibration Equipment (<i>Report</i>)	122639	PAD-83-9 Status Report on the Administration's Actions and Proposals for Budgetary Savings in Fiscal Years 1982-83 (<i>Report</i>)	120270
MASAD-83-26 DOD Should Change Its Approach to Reducing Computer Software Proliferation (<i>Report</i>)	121721	NSIAD-84-9 Navy's Progress in Improving Physical Inventory Controls and the Magnitude, Causes, and Impact of Inventory Record Inaccuracies in the Army, Air Force, and Defense Logistics Agency (<i>Report</i>)	122752	PAD-83-16 Attrition of Scientists at Three Regulatory Agencies (<i>Report</i>)	120248
MASAD-83-27 Better Management of Threat Simulators and Aerial Targets Is Crucial to Effective Weapon Systems Performance (<i>Report</i>)	121732	NSIAD-84-13 Implications of Joint NASA/DOD Participation in Space Shuttle Operations (<i>Report</i>)	122878	PAD-83-22 The Federal Role in Fostering University-Industry Cooperation (<i>Report</i>)	121492
				PAD-83-29 Program and Budget Information on the President's Budget for FY 1984 (<i>Report</i>)	121278

PAD-83-32 Program and Budget Information on the President's Budget for FY 1984 (Report)	121277	PLRD-83-74 Synopsis of GAO Reports Involving Contracting Out Under OMB Circular A-76 (Report)	121690	RCED-83-103 Stronger Direction Needed for the National Earthquake Program (Report)	122001
PAD-83-35 Program and Budget Information on the President's Budget for FY 1984 (Report)	121280	PLRD-83-76 Problems With GSA's Management of Lease Renewal Options (Report)	121781	RCED-83-109 DOE's Decision To Defederalize the Bartlesville Energy Technology Center (Report)	120772
PAD-83-36 Program and Budget Information on the President's Budget for FY 1984 (Report)	121279	PLRD-83-81 Improved Processes Can Reduce Requirements for Air Force War Reserve Spare Parts (Report)	121834	RCED-83-110 Food Bibliography (Other)	121341
PAD-83-39 Program and Budget Information on the President's Budget for FY 1984 (Report)	121276	PLRD-83-85 Air Force Uses Inaccurate Production Leadtime To Compute Spare Parts Requirements (Report)	121667	RCED-83-111 Costs and Uses of Remote Sensing Satellites (Report)	120782
PAD-83-40 Program and Budget Information on the President's Budget for FY 1984 (Report)	121281	PSAD-77-23 Status of the NAVSTAR Global Positioning System (Report)	101126	RCED-83-112 Status of the Great Plains Coal Gasification Project (Report)	121030
PAD-83-41 Program and Budget Information on the President's Budget for FY 1984 (Report)	121282	RCED-83-2 Federal Energy Regulatory Commission Makes Progress Toward Expanding User Fee Program (Report)	120542	RCED-83-121 U.S. Preparations for an International Conference on Broadcast Satellites (Report)	120788
PLRD-83-13 Consolidation of United States Information Agency Activities in Washington, D.C. (Report)	120571	RCED-83-17 Spreading Commuter Work Hours Could Reduce Transit Costs (Report)	120896	RCED-83-123 Triennial Assessment of TVA, FY's 1980-1982 (Report)	121186
PLRD-83-35 Army Actions To Resolve Issues Affecting Procurements of Automated Calibration Equipment (Report)	120622	RCED-83-40 Need for Greater Efforts To Recover Costs of Food Stamps Obtained Through Errors or Fraud (Report)	120537	RCED-83-134 Land Use Bibliography (Report)	121903
PLRD-83-36 Continued Improvements Needed in Air Force Procedures and Practices (Report)	120536	RCED-83-51 Federal Energy Regulatory Commission Has Expedited Case Processing; Additional Improvements Needed (Report)	121722	RCED-83-158 Response to Specific Questions on the Indian Point Probabilistic Safety Study (Report)	121471
PLRD-83-51 National Defense Executive Reserve Program (Report)	120719	RCED-83-64 Changes in BPA Billing Practices Could Reduce Interest Costs and Improve Cash Flow (Report)	120655	RCED-83-184 Cost Effectiveness of Life-Cycle Process in Buying Transit Vehicles Questionable (Report)	122261
PLRD-83-60 Black Hawk Logistics Support Should Have Been Better and Questions Exist Regarding Future Support (Report)	121237	RCED-83-78 HUD's Loan Servicing Contracts for Multifamily Mortgages Need Better Management (Report)	120893	RCED-83-218 Proposed National Technical Information Service Revolving Fund (Report)	122445
PLRD-83-66 GAO's Second Biennial Report on the Transfers of Federal Personal Property to Grantees and Other Eligible Organizations (Report)	121934	RCED-83-90 Federal Communications Commission Can Further Improve Its Licensing Activities (Report)	121239	RCED-83-235 Status of FCC Efforts To Allocate Costs Between Telephone Companies' Regulated and Unregulated Activities (Report)	122344
		RCED-83-92 FCC Needs To Monitor a Changing International Telecommunications Market (Report)	120953	RCED-84-28 Information on the Proposed Transfer of the Department of Energy's Functions (Report)	122729

ABBREVIATIONS COMMONLY USED IN THIS PUBLICATION

In general, the abbreviations used in this publication follow the recommended practices of the *U.S. Government Printing Office Style Manual*. However, the abbreviations used in the Law/Authority Index follow the recommended rules for abbreviations cited in the latest addition of *A Uniform System of Citation*. The following list includes only those abbreviations that do not coincide with the rules cited in the *U.S. Government Printing Office Style Manual* or *A Uniform System of Citation*.

A.F.R.	Air Force Regulation
A.R.	Army Regulation
A.S.P.R.	Armed Services Procurement Regulation
C.G.	Coast Guard
C.M.M.I.	Civilian Manpower Management Instruction
C.P.R.	Army Civilian Personnel Regulation
D.A.C.	Defense Acquisition Circular
D.A.R.	Defense Acquisition Regulation (formerly A.S.P.R.)
DLA	Defense Logistics Agency
DODPM	Department of Defense Military Pay and Allowances Entitlements Manual
DOJ	Department of Justice
D.P.C.	Defense Procurement Circular
FAM	Foreign Affairs Manual
FIPS	Federal Information Processing Standards
F.L.R.C.	Federal Labor Relations Council
F.P.M.	Federal Personnel Manual
F.P.M.R.	Federal Personnel Management Regulation
F.P.R.	Federal Procurement Regulation
F.T.R.	Federal Travel Regulation
IAM	Indian Affairs Manual
J.T.R.	Joint Travel Regulation
NAVJAGMAN	Manual of the Judge Advocate General of the Navy
NAVSEAOP	Naval Sea Systems Command Ordnance Publications
N.M.F.C.	National Motor Freight Classification
VAPR	Veterans Administration Procurement Regulation

GAO Division Abbreviations

AFMD	Accounting and Financial Management Division
CE¹	Community and Economic Development Division
EM¹	Energy and Minerals Division
FOD	Field Operations Division
FPCD	Federal Personnel and Compensation Division
GGD	General Government Division
HRD	Human Resources Division
ID²	International Division
IMTEC	Information Management and Technology Division
LCD	Logistics and Communications Division
MASAD²	Mission Analysis and Systems Acquisition Division
NSIAD²	National Security and International Affairs Division
OCG	Office of the Comptroller General
OGC	Office of the General Counsel
OISS	Office of Information Systems and Services
OP	Office of Policy
OPP	Office of Program Planning
PAD	Program Analysis Division
PEMD	Program Evaluation and Methodology Division
PLRD²	Procurement, Logistics, and Readiness Division
PSAD	Procurement and Systems Acquisition Division
RCED¹	Resources, Community, and Economic Development Division

¹**CE** and **EM** were merged to form **RCED** in October 1982

²**ID**, **MASAD**, and **PLRD** were merged to form **NSIAD** in May 1983.

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SUBJECT INDEX

AGENCY ORGANIZATION INDEX

CONGRESSIONAL INDEX

DOCUMENT NUMBER INDEX